SURVEY

MIDMONTHLY

APRIL 1945

MAY 2 1945

WHAT IS UNRRA DOING?
Fred K. Hoehler

WHEN THE MEN ARE AWAY
Rose M. Rabinoff

UNION REFERRAL PLANS
I. Robert L. Kinney
II. Emilie B. Myers

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SURVEY MIDMONTHLY

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VOL. LXXXI NO. 4 JOURNAL OF SOCIAL WORK APRIL 1945

Survey Associates, Inc., shines this month in the reflected glory of its president, Richard B. Scandrett, Jr., just appointed a member of the American delegation to the Reparations Commission. Leaving shortly for Moscow, where the commission is to meet, Mr. Scandrett brings to our delegation not only distinguished legal counsel, but long experience as an American internationalist. *Survey* readers have many times reaped benefit from his keen understanding of foreign affairs, most recently in *Survey Graphic's* 1944 special issue, "American Russian Frontiers," of which he was the initiator and a special editor. The commission's gain will be our loss, for his guiding hand and unselfish support of all *Survey* undertakings will be greatly missed in the months that he may be away.

INTERIM REPORT

Early returns show genuine interest in the National Conference of Social Work's substitute plan for nationally sponsored conferences (see *Survey Midmonthly,* March, page 83). By March 15, thirty-four cities were definitely working on local plans, and on the basis of other inquiries, Howard Knight hazards a guess that the number will reach 150. Several state conferences have picked up the idea, and are promoting jointly sponsored conferences throughout their states. Everyone seems to like the notion of "simultaneously" meeting on May 28, or sometime during that week.

OVER THE TOP

Late starter, but strong at the finish, Virginia last month took its place among the states exceeding their quotas in *Survey Midmonthly's* membership campaign. With a goal of fifty members, a grist of March returns were enough to get under the wire just as this issue goes to press. Under the chairmanship of Leslie C. Foster, executive secretary of the Virginia Tuberculosis Association, and assisted by Edward J. Keyes, director of the Richmond War and Community Fund, the committees showed excellent returns from the whole state. While, as was to be expected, Richmond, Roanoke, and Norfolk lead the list, altogether seventeen cities are included in the final count. Hats off to the Old Dominion state, and many thanks to our good friends who did the job!

FUNNY?

When, by a slip of the tongue, a speaker at a recent midwest conference referred to "eleemiserly" institutions, our reporting correspondent feared a good many people saw in it "a true stroke of perceptive genius."

And another correspondent is very much upset because a state welfare department employe, called for a jury panel, was automatically challenged and discharged on the ground that social workers were always "plaintiff jurors." It happened in this instance that the employe wasn't a caseworker, but a dyed-in-the-wool statistician.

IDEA AT WORK

Rapid spread of plans to commemorate the heroes of World War II with socially useful "living memorials" rather than dead statuary, has all the characteristics of an "idea whose time has come." So truly does this idea typify the purposeful spirit of our fighting men that Katherine Glover believes neither time nor thought should be spared in making sure that proposed local projects are actually designed to meet practical community needs. Long a familiar author to readers of *Survey Graphic,* Miss Glover is now serving as chief of the information division of the Office of Community War Services. *Survey Midmonthly* counts itself the gainer by this transfer of her interest to more immediate social work concerns. (See page 103.)

IN PERSON

Even in his days as director of the American Public Welfare Association, people counted themselves lucky to catch Fred Hoehler on the wing. Doubly is this the case now that he has transferred his activities to the scene of world operation. So it was a very fortunate group of his friends who, hurriedly called together last month by *Survey Midmonthly,* had opportunity to hear him tell, informally and off the record, something of the task with which he is now confronted as the director of UNRRA's division of displaced persons. Actually, also, he was able to say a good deal "for the record," as our readers will find on page 99 of this issue. American social work can well congratulate itself on having such an effective international emissary.

NEW ROLE

Newspaper personal advice columns may find a real competitor in the Family Welfare Association of America. When the February issue of *Modern Romance* went on the newsstands, with a line gratuitously tucked away in a piece entitled "$1,000 Babies," advising girls "in difficulty to write to FWAA, letters began to come in from all parts of the country. After wrestling with the task of referring the writers to appropriate agencies in small towns and rural sections, the staff is wondering if "advice to the lovelorn" should continue to be left wholly to amateurs.

EDITOR MAKES GOOD

Last month, these columns gave a subtle promise of more to come about labor's new venture in referring union members to social agencies for needed service. Truth is, of course, that printers'

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schedules being what they are these days, we knew all about Robert Kinney's article (see page 106) by the time our March issue was on the presses. So now, with delight, we share with our readers the first full account of CIO progress with its union counselor-referral plan. And Mr. Kinney would agree, we're sure, that the plan works best in cooperation with just such social work leadership as Emilie Myers describes (see page 108).

HOME FRONT REALITIES

"Over here you are under tension, and don't know it. In England everyone knows they're edgy, and allows for it." So commented a recent social work visitor from London, on the eve of her return. One can understand more readily what she meant after reading Rose Rabinoff's vivid description of the daily human drama of worries, tragedies, frustrations, which beset families who have men in the services. For them, with certainty, this war is not remote (see page 110).

LIQUIDATED

Bad setback for community planners came last month on March 27. For fifteen years the "Registration of Social Statistics Project," administered by the U. S. Children's Bureau, has been the only source for comparable data about total community expenditures and volume of service by both public and private agencies in all fields of welfare, health, and recreation. Forty-five cities officially participated in the project and many more use its standard forms and summarized data. Supervisory service for the project, at an annual cost of about $10,000, has been sketchy for the past several years, but with local cooperation basic data has been maintained. Last fall, the Children's Bureau asked the federal Bureau of the Budget for $80,000 to put its service on an adequate basis. This request has just been turned down, and the Children's Bureau plans to discontinue the project, as of July 1.

LABOR LEAGUE

Range of community activity stimulated by AFL's Labor League for Human Rights is indicated in an (as yet) unpublished summary prepared in its community services department, which shows that 600 union members are serving on central planning boards and committees in forty-six cities. Special labor-social work institutes were held in four large cities. Labor committees initiated camping, playground or other recreational projects in eleven cities, health programs in five others. Active interest in starting veterans' referral centers is noted in fifteen communities.

AFL, as well as CIO, has been interested in developing better referral practices (see page 106). But because their unions are organized by trades and not by industries, a central information center to which anyone can be referred suits their purposes better than in-plant counselors. So far fifteen cities have set up such centers.

BAD NEWS

After Brigadier General Hines' famous General Order No. 1, almost everyone assumed that the creation of local veterans information centers would tie together all important groups interested in serving veterans. Returns from a recent questionnaire sent out by Community Chests and Councils, Inc., indicate that it isn't always working out this way. Of eighty-eight cities replying, only forty-one reported that the center was accepted by *all* interests. In thirteen, standouts were limited to one or more of the major veterans organizations: American Legion, Veterans of Foreign Wars, or Disabled American Veterans. In thirty-four others, either Selective Service, United States Employment Service, or other important groups were not using the center. Independent committee auspices is by far the most popular, supervision by a council of social agencies being reported in only two instances. Community and war chests were helping finance the center in thirty-seven cities.

GRAPHIC APPETIZER

Come next month, *Survey Graphic* readers are in for a real treat. "The British and Ourselves," May special issue, will be in keeping with traditions established by past numbers of the "Calling America" series. Eight months' work will have gone into its production, from the first planning conference to the first copy off the press, with results which will speak eloquently for themselves.

Articles in the April *Graphic* include "Peace and Bread" by John Dewey; "Public Health in the Postwar World" by C.-E. A. Winslow; "From Yalta to the Golden Gate," by James T. Shotwell; "Farmers Must Go Fishing," by Michael Davis; "They Can Be Made Over," by Elsie McCormick. Bibliophiles will be gratified by a special book section.

CHATTER

Number of family agencies accepting fees for service has doubled during the last year. Total is now thirty. . . . New Haven has twenty-three veterans' organizations. . . . Requests for help at Dallas Veterans Service Center break down as follows: 48 percent, jobs; 46 percent, claims assistance; 6 percent, personal and family problems. . . . Indianapolis Community Fund recently appropriated $30,000 to provide scholarships at the Indiana University Division of Social Work. Money is to be spent over a five-year period. . . . Erie, Pa., is the second city to enter lists with a plan to use *Survey* publications as part of a local educational program. Committee to obtain subscription coverage for agencies and board members is headed by Harriet Burry, Red Cross Home Service secretary, with Helen B. Passmore, from the staff of the council of social agencies, acting as committee secretary. . . . Waterbury, Conn., is undertaking a general community survey of all public and private services, to be completed by late May. . . . Alabama's state welfare commissioner, Loula Dunn, is making a public relations tour of Britain, under the auspices of the OWI.

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OWI Cairo Photo by Charley Zaimes

Yugoslav children in an UNRRA camp in the Middle East are dressed in warm clothing and lined up to be fitted for shoes

What Is UNRRA Doing?

Helping with fifty French camps for former slave workers, planning for the repatriation of millions now in Germany, caring for refugees in the Middle East, operating relief programs in Greece and Italy, struggling with problems of supply—says FRED K. HOEHLER.

One of the weirdest parts of a job which takes a person back and forth across the Atlantic today is the subjection to extreme contrasts—contrasts not only in living conditions but also in awareness of what is involved in efforts to relieve some of the ravages of war while that war is still in progress. A little more than a month ago I was in France and Belgium. Winter was at its lowest point, but houses were unheated, scanty meals were served cold, people's clothes were thin and worn. Yet when I landed in the United States I was barraged with questions about the "plenty" in Normandy and the style shows in Paris. I found that though people here were eating meals just as substantial, if somewhat less appetizing, as before the war, resistance was beginning to stiffen in some quarters against "depriving our civilians" in order to help feed Europe.

Let there be no mistake. The liberated people of western Europe are not living in the lap of luxury. There is not enough food for health, and there are no style shows. Naturally there was food in Normandy last summer when our soldiers went across it, for Normandy is a rich agricultural region. But Normandy is far from Paris and other parts of France, and of all wartime "scarcities" transportation for civilian needs is most acute. It was non-existent last summer when crops were in the fields. True, some of the women of Paris do look smart and stylish. But Parisian women, being courageous and clever, can do wonders in converting an old window drapery into a *chic* street dress or daring *chapeau*.

Nutritionists regard a daily consumption of 2,650 calories as the average minimum requirement for health. Here are some figures from our own Department of Agriculture that indicate how well the people of Europe are living in contrast to ourselves:

Before the war the number of calories per capita consumed in the United States was 3,236, while in 1943 the figure was 3,342, and in 1944 is estimated to have been 3,367—a steady rise. On the other hand, in prewar France and Belgium the per capita calorie consumption was 2,970. During the German occupation it was 2,230. Today, it is only 1,900. In Yugoslavia and Greece, the figures are even lower. Before the war, Yugoslavia raised enough food for each person to consume 2,300 calories a day; Greece 2,200. Today, these countries can provide their inhabitants with a daily diet of only 1,900 and 700 calories respectively. The "chicken chests," large skulls, distended bellies, and matchlike arms and legs of many European children—particularly among the refugees from central Europe—are mute testimony to the widespread presence of malnutrition and even slow starvation.

Ahead of Schedule

Why, then, doesn't the United Nations Relief and Rehabilitation Administration get on the job? This question, paradoxically enough, often comes from the same directions as the panicky hue and cry about our own food situation. The answer is that UNRRA *is* on the job, working and planning in close collaboration with the Allied military authorities, and the governments of the liberated nations concerned. But an important part of the answer to the criticism implied in the question lies in that somewhat trite but gravely true phrase, "There's a war on." Military necessity has first priority all over the world today—particularly in those areas only recently relieved from the yoke of the Axis enemies. And noth-

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ing is more vital to military progress than transportation. Therefore, while the war is still raging, UNRRA's every move is dependent upon military sanction.

Nevertheless, UNRRA has managed to move, and not without effect. Today, it is operating a limited relief program in Italy to provide milk and medical supplies to mothers and young babies; it is running seven camps for European refugees in the Middle East and India; it has already begun to return some 25,000 Greeks and Yugoslavs to their homeland; it is acting as the army's agent in providing food and clothing for the destitute people of Greece and Yugoslavia; it is serving as adviser to the liberated governments in setting up plans for the care and feeding of "displaced persons"—other Allied nationals left by the enemy within their borders—and in preparing for their eventual movement homeward.

UNRRA is, in fact, ahead of schedule, for actually it was in the beginning conceived as a postwar program. The original plan was for the military authorities to take responsibility for all civilian needs on a country's liberation, and after a period of about six months to pull out, leaving the problem with UNRRA or the civilian government. What has actually happened is that while the military has assumed responsibility for civilian needs and for displaced persons found in its areas of operation, it has in several instances called UNRRA in to act as its agent. Thus UNRRA relief workers who went into Greece under the aegis of the military, are now carrying on a relief program there, as they are in Yugoslavia. Soon these programs will be turned over to the civilian governments, which have already asked for UNRRA aid.

So far, the only relief project being carried on by UNRRA entirely under its own steam is the $50,000,000 program in Italy to provide for the special needs of mothers and young children and to care for the 8,500 refugees from central Europe found in the country. This program, which was undertaken at the request of the Allied Military Command, could only be put in operation after the passage of a special resolution at the second meeting of the UNRRA council last September, for at the formation of the organization a year earlier the forty-four member nations had resolved that no aid be extended to enemies or ex-enemies.

It must be remembered that UNRRA can only go into countries on invitation, and that several European nations with fair financial resources had early signified their intention to carry out their own relief work without outside assistance. Among these were Belgium and France, two countries where the need for food, clothing, and fuel is now critical. However, difficulties in transportation and supply have made it impossible for their governments to meet immediate needs, and they therefore recently called on UNRRA for emergency aid for devastated areas. This will be forthcoming from the very limited stocks which it has been possible to build up in Britain.

Uprooted People

One of the biggest and most imminent postwar problems facing Europe is represented by the millions of displaced persons who have been uprooted from their homelands. UNRRA intelligence, working closely with military intelligence, has estimated that from 12,000,000 to 15,000,000 European civilians have been torn from their homes by the war and are living in foreign lands. They include refugees from the Nazi terror; deportees expelled from their native countries on racial, religious, or political grounds; evacuees from combat or bomb target areas; some *Volksdeutsche* brought back to the "fatherland" by the Nazi regime; and a few German settlers sent out to "conquered" lands. But the bulk of the displaced are the "slave laborers" in Germany—French, Russians, Norwegians, Poles, taken from their homes and forced to work in Nazi war production. Some 10,000,000 Allied nationals, not counting prisoners of war, are estimated to be in Germany now.

Displaced European Civilians
(Estimate)

Belgians	**600,000**
Czechs	**1,000,000**
French	**2,500,000**
Poles	**3,500,000**
Russians	**2,000,000**
Yugoslavs	**400,000**
Norwegians	**40,000**
Luxembourgers	**40,000**
Netherlanders	**550,000**
Greeks	**75,000**
Stateless or national status in question	**2,000,000**

Every country in Europe has within its borders large numbers of displaced persons who must be fed, sheltered, and clothed. In France, there are at present some 300,000 Czechs, Yugoslavs, Greeks, Belgians, Russians, Poles—men, women, and children, formerly part of the Nazi labor force, who were uncovered by our armies in their rapid advance across western Europe. At the same time, every Allied European country is missing thousands or even millions of its own nationals. Hardly a family in France is without its "absent one"—a husband, brother, son or even daughter, who is now in Germany either as a slave laborer or a prisoner of war.

To Avoid Chaos

When tragedy is so compounded that it can be turned into statistics, it is apt to become divested of reality. One harrowing tale of enforced and prolonged separation, wandering, deprivation, and fear can make the blood run cold. But multiply the tale by 12,000,000 and comprehension of the suffering involved is beyond human capacity. Yet each figure within the staggering total of displaced persons in Europe represents an individual and family tragedy. Each carries a heavy load of homesickness and anxiety, if not of despair. When Germany collapses, the

OWI Cairo Photo by Charley Zaimes

Yugoslav refugees do their own cooking in an UNRRA camp

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door to hope will be flung open. Millions of persons will waste no time in heading for home.

Imagine 12,000,000 to 15,000,000 more or less destitute persons trying to make their way across Europe in all conceivable directions, at a time when food and other necessities are scarce, disease is imminent, and military operations are vital. To avoid the inevitable chaos and confusion of such a sudden burst of migration, the Supreme Headquarters of the Allied Expeditionary Forces (SHAEF) and UNRRA have been planning together for over a year. A formal agreement has been reached between Gen. Dwight D. Eisenhower, representing SHAEF, and former Gov. Herbert H. Lehman, director general of UNRRA, providing for full assistance to SHAEF from UNRRA's staff for the maintenance and repatriation of displaced persons now in Germany. SHAEF will assume the first responsibility for these people, but after the military situation has been somewhat stabilized the responsibility will be shifted to UNRRA.

Since early last summer, UNRRA personnel have been assigned to the military to help work out details of the plan. They include liaison officers attached to the Displaced Persons Refugee and Welfare Branch of G-5 (Civilian Affairs) at Supreme Headquarters in Paris, to the Health Branch of G-5, and to the various SHAEF military missions in liberated countries.

Among these liaison officers are several men with a valuable background of administrative experience in the welfare field in our own country, to name a few:

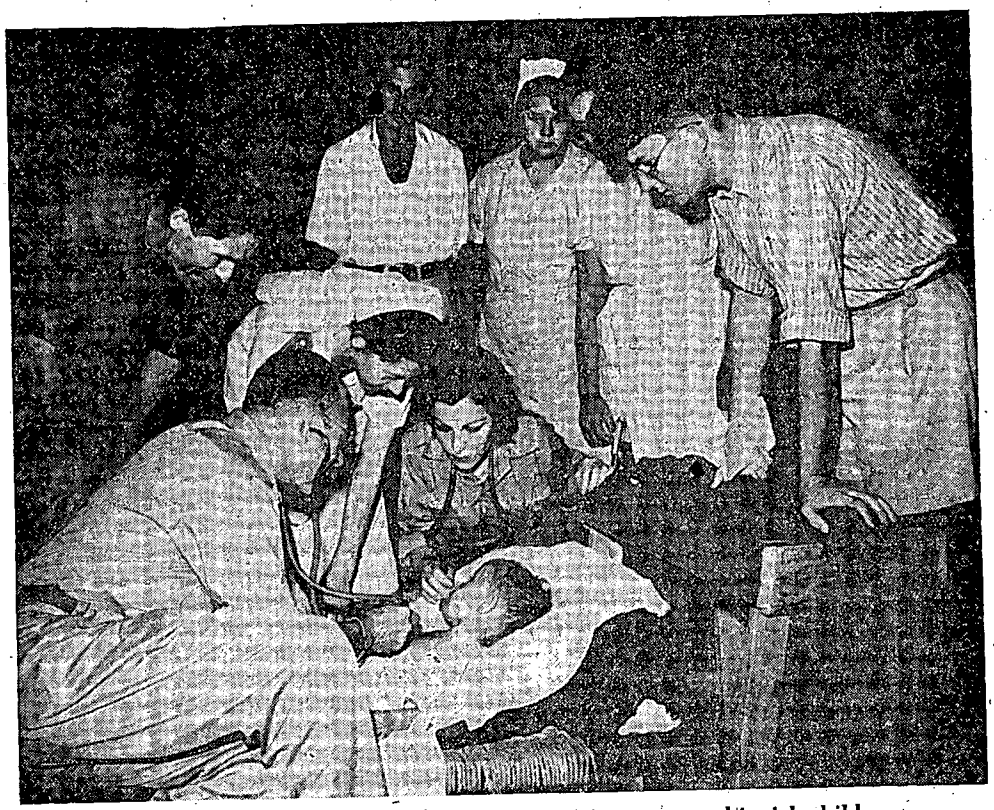
Charles A. Ernst, one-time director of the Washington State Department of Social Security, now attached to SHAEF headquarters in Paris, with specific responsibility for planning programs for assembly centers;

David Trevithick, formerly director of public welfare for the state of Utah, now attached to the SHAEF mission in Belgium;

Pierce Williams, formerly deputy administrator for the Works Progress Administration, attached to the 12th Army group as special liaison officer for displaced persons—G5.

The UNRRA liaison staff for displaced persons also includes several persons recruited in England.

Because all United Nations in Europe are involved in the displaced persons problem, UNRRA officials have arranged a multilateral agreement with the European governments which provides for reciprocal arrangements to take care of nationals of other governments found within their territories. While each government assumes responsibility for such care, the agreement recognizes UNRRA as the "central international organ for coordinating the work of repatriated displaced persons in Europe." Under its terms, each country will admit to its territory an approved mission or delegate from UNRRA to whom it will provide every opportunity to obtain information on displaced persons. In turn, the countries may, at their discretion, call on UNRRA for health and welfare services and supplies for such persons. Fundamental to the whole agreement is the signatories' promise to treat these strangers on an equal footing with their own nationals in respect to food, public services, and health precautions.



An anxious father watches while UNRRA doctors treat his sick child

The ten nations that have been involved in developing this agreement are Norway, Holland, Belgium, France, Yugoslavia, Greece, Luxembourg, Poland, Czechoslovakia, and the USSR. Some of these countries are already engaged in working out bilateral agreements to implement its provisions and to facilitate the repatriation of deportees and refugees. France and The Netherlands have already completed the drafting of such an arrangement.

Assembly Centers

Basic to the success of the program planned by UNRRA and SHAEF is a "standfast" order to be issued by the Supreme Military Commander on the liberation or conquest of an area, instructing the displaced persons within it to stay where they are until their movement can be organized by the military authorities and national governments. The ten governments involved in the multilateral agreement will back this order through radio announcements and other publicity directed at their own nationals in other countries as well as to the displaced persons within their territory. But the efficacy of the order will probably depend very largely on the speed and efficiency with which these persons can be provided with shelter, food, and safety, and can be assured that such help is available. With this realization, SHAEF and UNRRA have evolved a detailed plan for the organization of assembly areas and the establishment of assembly centers through which temporary services can be provided and quick and orderly repatriation arranged.

The assembly area will be a field of operations covering some 50,000 displaced persons. Its chief officer — an UNRRA official—with his deputy, representatives from the Allied nations concerned, and a staff drawn largely from the displaced persons themselves, will plan for the services in the area and the reception and storage of supplies. They will set up an information bureau to serve the displaced persons, and a repatriation section to ensure that their papers are in order In some instances, "flying squads" of UNRRA personnel will be sent out to locate people who are trying to trek their way home and to direct them to assembly centers.

The assembly centers, the real units of operation, in some instances may not even be camps at all, but actually hotels or perhaps groups of billets. Whatever they are—tents, former army barracks, hotels or billets — the centers will represent

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hostels on the road to freedom, run for the sole purpose of helping people get home.

Each center will be staffed with a team of ten to twelve persons, to include a director, welfare, health, repatriation, supply, and maintenance personnel, registration and office workers, and interpreters. In liberated areas, a large percentage of the personnel will be recruited from the country of operations.

Because such a plan can work only if it is ready to swing into action at a moment's notice, UNRRA has for several months been engaged in recruiting such teams and sending them to places near the anticipated field of operations. This forehandedness has perhaps given rise to some rumors and remarks about the "idleness" of UNRRA personnel. In any situation where readiness is of paramount importance, waiting is unavoidable. Some 200 UNRRA staff members in France and England today—who at the critical moment would be of no use to UNRRA in Buffalo or San Francisco—occasionally have to be reminded that "they also serve who only stand and wait."

A few weeks ago, SHAEF requested UNRRA to recruit the personnel for 400 assembly center teams to be ready to help the military operate its displaced persons program in Germany. UNRRA's displaced persons division is proceeding with this recruitment both here and abroad. Though training and experience will count, one of the main qualifications sought is good will, for a person who carries prejudices into such work can accomplish little. Physical stamina, common sense, and the ability to adapt under difficult and trying circumstances are also of utmost importance.

On the Way Home

The work of the displaced persons division of UNRRA has not been entirely confined to planning, recruiting, and waiting. Some fifty assembly centers are already in operation in France for refugees and slave laborers left behind by the Nazis. Under the multilateral agreement they are a French responsibility and are being operated by the French with UNRRA counsel, and the support and backing of the Allied armies. In some instances where uncovered workers have been given work by the U. S. Army, the army has furnished food, clothing, and shelter as well as pay.

One center where such arrangements have been made contains a miscellaneous hodge podge of nationalities — Czechs, Yugoslavs, Greeks, Belgians, French, Russians, and Poles. It is run by a group of about a dozen people, some French, some American army personnel, and some, representatives of the uncovered workers themselves.

Another center, made up entirely of Russians—about 3,500 men, women, and children—is self-governing and self-maintained with doctors and most other service personnel belonging to the group. The clothing of these Russians has been made from the polyglot uniforms of every European army, plus a few old, discarded American uniforms, complete with garrison cap and shoes. The shoes are in poor condition, and leather and rubber are needed for repair purposes. But forty Russian cobblers are ready to go to work, and Russian women are anxious to find the necessary equipment for mending and repairing the clothing. Each person has an average of something under forty pounds of personal goods—all they could salvage after their years of slavery under the Germans.

Members of the UNRRA staff associated with SHAEF visit these camps occasionally to give what advice they can toward the ultimate repatriation of their inhabitants.

UNRRA activities for displaced persons have progressed farther in the Middle East than anywhere else. Of the 100,000 displaced Europeans estimated to be in the Middle East and Ethiopia, about 43,000 are in assembly centers taken over by UNRRA from the now defunct British MERRA (Middle East Relief and Rehabilitation Administration). Arrangements have already been completed for 25,000 Greeks and Yugoslavs to be returned to their homes from these centers by June 1. This includes all of the Greeks and half the Yugoslavs in all of UNRRA's Middle Eastern assembly centers.

The repatriation arrangements involve a convoy team for each 1,000 refugees, to accompany them on their long journey home. The size of the convoy team will depend largely on the character of the homeward bound refugees. A group of old people or mothers with children will naturally need more services than a group of able-bodied men. A full sized convoy team, however, will contain transportation, welfare, and medical personnel. Each team will carry along enough supplies to ensure food for the refugees en route and on arrival home.

Basic to UNRRA's whole displaced persons program are its preparations for registering every displaced European. Worked out early in cooperation with SHAEF and with the military in North Africa, these plans have been converted to a project already begun in Europe and now well underway in the Middle East. The registration provides for three cards: an *index card* to be issued to each person, to serve for identification until he reaches home; a *registration record card* to be made in duplicate, one copy to be kept by the Allied regional authority and the other to be entrusted to the leader of the convoy team escorting the persons home; an *assembly center registration card* giving identifying information on arrival and departure. Besides health information and other pertinent data, these cards will contain the names of all the members of the refugee's family. Through clearance with location bureaus to be set up with headquarters in Cairo, Paris, London, and New York, they may well serve as instruments in reuniting families whose members have become scattered and lost.

At this writing, UNRRA has already completed registration in all its camps in Egypt, Palestine, Syria, Cyprus and Ethiopia and is continuing registration among 30,000 Poles in Iranian, Indian, and East African government camps and among 2,500 Greeks in the Belgian Congo.

A Test for the Nations

It is impossible in this short space to describe adequately the plans for all of UNRRA's future operations. Preparations have been worked out (subject always to overnight changes because of military requirements) for a more widespread feeding program than the shipping situation has as yet allowed, for the rehabilitation of local industry and agriculture to enable liberated countries to produce some of their own much needed supplies; for the establishment of laboratory units and hospitals to minister to the health needs of the people in devastated countries; for welfare services to women and children—particularly for the thousands of children whose parents have disappeared.

From the beginning, UNRRA has been charged to base its planning on a survey of world needs. Though it can only become active in countries where it has been invited to come in, it has at the same time an over-all responsibility to all the peoples of the United Nations. Consequently, even the relief programs of countries paying their way come into its area of study to be weighed against the needs of other countries and availability of supplies and transportation.

Part of UNRRA's franchise from the United Nations is to serve as an equalizing force to balance the opportunities of all peoples to progress on the road back to health and decent living. If it can achieve this goal it will not only have alleviated untold human distress, but will have set a precedent of constructive collaboration among nations. Its success or failure can be viewed as an augury of the fate of even more ambitious plans for international cooperation.

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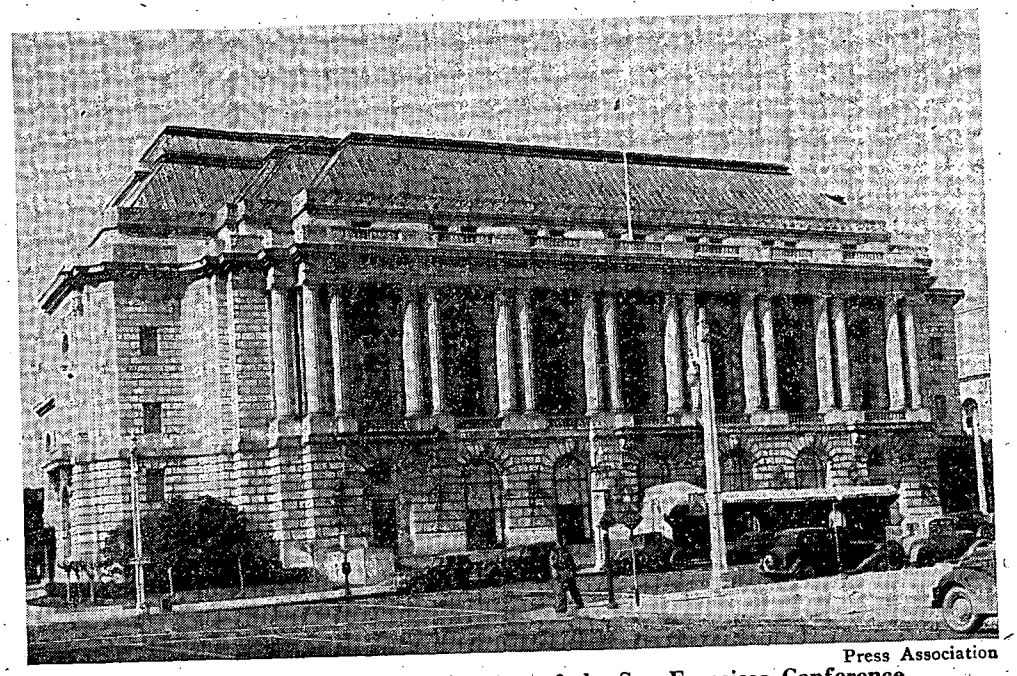
As Local Communities Plan to Honor Their War Heroes

KATHERINE GLOVER urges



Press Association

War Memorial Opera House, setting of the San Francisco Conference

Living War Memorials

In the memorials erected by a people to its warriors can be read its attitude toward war. Through the ages, even as recently as our own Civil War, memorials chiefly have taken the form of stone or bronze statues glorifying the men who led armies to victory. Generals on charging steeds gracing the tops of marble shafts, dotted through parks and public places, were symbols to their countrymen of their own glory in war. Occasionally the more abstractly symbolic memorial arch—such as the Arch of Constantine in Rome, the *Arc de Triomphe* in Paris, the arch in Washington Square in New York City—has been erected.

The Civil War left us a type of memorial essentially closer to us than the general on his charger. For the common soldier was glorified, as almost every hamlet bears witness with its 1860 version of the doughboy leaning on his gun in cast-iron rigidity, or mounting a pedestal of cannon balls, in the village square or at a traffic intersection. One may judge that these were turned out wholesale, with only a variation in uniform to adapt them to the northern or southern town: They were, however, in their day a departure from the glorification of generals.

World War I marked a further change in our concept of memorials. It left us almost no monuments to war leaders or individuals. In small towns and villages, tablets with the names of local heroes who had sacrificed their lives followed the statue of the individual soldier. Most of the elaborate memorials were symbolic rather than realistic, such as some of the unforgettably beautiful memorials in the cemeteries of France and Belgium where American men lie buried. There were some of community usefulness, such as the Memorial Bridge across the Potomac River in Washington. But from 1918 on emerged the idea, now growing and spreading, of the living war memorial. A notable example is the War Memorial Opera House in San Francisco where, appropriately, is to be held the United Nations conference which may lay the strategy for outlawing war.

Eyes Ahead

One may read a new attitude toward war in this swing toward the living memorial — a community center, youth center, park or play field, an auditorium, amphitheater, school library, school or community forest, a hospital or clinic, a museum or art center—to serve life rather than memorialize death. In the words of a marine sergeant, " 'They Died That We Might Live in Peace' would look a lot finer over the entrance to a slum-children's playground than on an alabaster vase, and any man in the service would be prouder to have one small swing in that playground given in his name than all the marble columned temples that ever wasted good space, time and money."

Citizen groups are shaping plans now, while war is going on. Some 300 or 400 cities and towns, even down to small hamlets, have memorials in prospect—some actually in the blueprint stage, with fund raising campaigns and bond issues under way. They vary in proportion from Boston's magnificently conceived memorial beside a lagoon, with athletic fields, playground, memorial library, club rooms, and central granite shaft, to a modest bandshell in Anniston, Ala., or a swimming pool in Winooski, Vt., for which a soldier sent home five dollars to start a fund.

There is equal variety of character in these "living war memorials." New Jersey garden clubs will plant a stretch of dogwood trees along a main highway. Abington, Pa., is considering converting a country club and its environs into a community recreation center. In Burlington, N. C., local industrial firms have raised over $2,000 for a community building to be built after the war. Pueblo, Colo., has blueprints of postwar plans calling for $10,000,000 worth of memorials to include hospitals, playgrounds, recreation centers, and a variety of civic improvements. Coral Gables, Fla., through a war memorial association, is planning a youth center. Twenty-eight towns in the state of Vermont are planning war memorials to include recreation facilities.

The wide interest in these living war memorials evidences a spontaneous desire to help provide the physical framework for the better world for which we are fighting. Memorials are often included in the over-all community planning which is becoming so general. Living memorials are, moreover, one more testimonial that this is a people's war, in that its memorials shall not only symbolize the principles for which it was fought, but also embody

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them in some form which will concretely serve the people's good.

Observe These Principles

While the building of memorials must wait until the war is over, there are many advantages in planning now. It is important, in so doing, to observe certain principles in order to ensure a real contribution to community well-being.

First of all, a memorial should bear witness, in some part of its physical design, to the ideals for which men died. This may take many forms—a tablet, memorial hall, tower, shaft, fountain, statue, chimes. It may somewhere enshrine the Four Freedoms, or the principles of the peace.

A living memorial should enrich the community, contributing to the enjoyment of the largest possible number of its citizens. The interests and needs of the community should be taken into consideration, and local facilities and resources studied carefully, so that the memorial will not duplicate them.

By being within the capacity of the community to support and maintain, a memorial should avoid becoming a "white elephant." Several large stadiums and auditoriums built after the last war have proved too burdensome for their communities to support. A memorial built on the principle of multiple use can avoid such a fate. A playfield, for instance, may be so planned that the same space can lend itself to softball, baseball, and other field games. A community center may be designed for many uses—its auditorium can serve as a dance hall; clubrooms and workshops can be equipped to serve a variety of purposes, for maximum space utilization. A library and museum as well as clubrooms and social halls may be under the roof of one community building. Outdoor and indoor facilities may well be combined.

Other considerations which should be kept in mind are: locating the memorial where it will be accessible, constructing the building or facility of durable material, and planning it so as to reduce maintenance costs. Often existing buildings or facilities can be renovated.

Sound financing should be an inherent part of any memorial plan. Money may come from taxes, public subscription, locally promoted benefits, bequests, industrial or other private funds; but there should be some guarantee that funds will be available for continuing support. A widely representative and responsible managing authority with power to work over a period of years, should be set up.

The planning of a memorial should enlist as widely as possible all elements in the population, for the project will serve its purpose best if it helps knit people together through planning as well as through later use.

A Good Example

The borough of Northampton, Pa., has planned its war memorial in a thoroughgoing fashion, embodying most of the principles suggested here. As early as March, 1944, the Borough Council Postwar Planning Committee called a citizens' meeting which determined upon a community center as a war memorial. There were good reasons for choosing this form of memorial:

It would provide facilities for men and women returning from the armed forces to continue the interest and participation in athletics and recreation which had been part of their camp activity;

In the period after the war, it would aid in building and stabilizing the morale of youths and adults;

It would aid in preventing delinquency by providing leisure time facilities;

It would strengthen community life by affording a place for cooperative efforts and public gatherings.

A non-profit organization was incorporated and a drive for funds inaugurated, beginning before Memorial Day 1944, and lasting eight weeks. The campaign was synchronized with the Fifth War Loan Drive and war bonds were accepted as contributions. The goal set was $50,000.

Then a campaign manager was appointed. Vice-presidents of the memorial organization were assigned to various duties—one to canvass industries; another to canvass business firms; others as chairmen to clubs and organizations and to aid committees in the five residential areas. Even former residents of Northampton were appealed to by mail. At the end of the drive the collection amounted to $1,500 more than the goal. According to local comment, this campaign aroused dormant community spirit among the 9,700 residents more than anything since the homecoming celebration after the last war.

One large industry became so interested that it contributed a valuable twenty-acre tract of land in the middle of town, with a building on it. Memorial funds will be used to make a park of this land, with swimming pool, tennis courts, amphitheater, and picnic grove. The building will be completely renovated as a community center. The land, fortunately, is across the street from a large athletic field owned and operated by the school board; and school board, borough officials, and memorial committee are working as a closely cooperating team.

The town's recreation needs are being carefully studied now, so that the memorial plans will serve the widest possible community needs. Already the Community Memorial Center Organization has become the sponsor of a teen-age recreation center to serve temporarily the leisure time needs of young people.

The committee will engage professional services to plan and design the community center building. Beautiful architecture and attractive landscaping will be featured equally with appropriate and necessary facilities. Within the building, in some impressive form, will be placed the names and records of those the community center will honor.

Most of the men and women to whom we shall build our memorials were young, with much of life unlived and many dreams unfulfilled. It is not fitting that we should commemorate them by a statue on a hilltop. With living memorials we can pay part of our great debt to them and to those who will come back to us. We can help, though inadequately, to realize the ideals for which they have suffered physical and emotional wounds, and given their lives.

» Basic to any effective education is as clear a picture as possible of what the person is like who is to be educated.—CONSTANCE WARREN, *president of Sarah Lawrence College.*

» The problem of American education is not to secure adequate financing. It is to set up a system of schools good enough to be worth financing.—ALLAN V. HEELY, *headmaster of the Lawrenceville School.*

» Peace can be made and kept only by the united determination and peace-loving peoples who are willing to work together; willing to help one another, willing to respect and tolerate and try to understand one another's opinions and feelings.—FRANKLIN D. ROOSEVELT.

» I'm tired of books being banned. It has reached the point where the court's business is divided between booksellers and bookmakers. It's not for me or for you [a police officer] to try to establish the literary tastes of the community.—JUDGE ELIJAH ADLOW, *Boston Municipal Court.*

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PALO ALTO
PUBLIC
READING

UNDERGRADUATE TRAINING

A Pre-Professional Curriculum

LLOYD V. BALLARD, Wisconsin Welfare Council president, tells of the inclusion of social work courses in a liberal arts college.

With the recent recommendations of its committee on pre-social work education, the American Association of Schools of Social Work adopted an educational policy based on the theory that social work education should be "a planned progression from undergraduate study through two graduate years." (See "Undergraduate Training" by Anne Fenlason, *Survey Midmonthly,* September, 1944; and "Changes in the Schools" by Leona Massoth, *Survey Midmonthly,* November, 1944.) In providing for an undergraduate pre-professional program of liberal arts courses, and a basic curriculum for the graduate school, the association places social work training upon a basis comparable with that of medicine, law, teaching, and architecture.

Nearly fifteen years ago, Robert M. MacIver in his "Contribution of Sociology to Social Work," pointed out that the relationship of a social science to social work was that of a science to an art. Yet until recently the schools of social work have continued to be apprehensive of any effort to develop a pre-professional program which would provide an underpinning for social work study such as biology and chemistry provide for medicine. On the other hand, liberal arts colleges, in many instances, have gradually been developing courses with social work content.

A recent survey of the social science curricula of the liberal arts colleges in Wisconsin indicates how far this development has progressed. Beloit College, which might be called "typical," offers such courses as the following:

1. Courses providing social work background. *Sociology:* principles of sociology; marriage and the family; crime and delinquency; race relations; population. *Psychology:* general psychology; child psychology; psychology of personality; social psychology; abnormal psychology. *Government:* principles of government and politics; American national government; American state and local government; municipal government. *Economics:* principles of economics; labor economics. *Science:* general biology; animal behavior; genetics and eugenics.

2. Courses focused more directly to the practice of social work: the field of social work; community organization and problems; public welfare (social pathology); public administration.

3. General methods courses: elementary statistics, measurement and evaluation of human behavior; individual testing and clinical practice.

These courses represent a significant part of a liberal arts education yet they consume but half of the hours required for graduation. The student who majors in sociology or psychology with these courses as a field of concentration, may still elect from fifty to sixty hours of courses, in literature, languages, philosophy, and the fine arts.

Participation

In addition to offering these background courses, the college has made arrangements with the Rock County Public Welfare Department for "limited participation" in its work. In connection with their courses in "Public Welfare" and "The Field of Social Work," students agree to give at least one half day each week to volunteer work at the county welfare office for a period of at least six months. Before assuming regular appointments at the county office, each student is required to familiarize himself with "Service to Clients"—a loose-leaf volume prepared by the division of public assistance, State Department of Public Welfare, and containing all the current regulations, state and federal, which govern the administration of the social security aids and insurances. Students are also given experience in case analysis.

The students are introduced to the activities of the local office by a session at which the director and his case supervisors discuss the organization, general policies, and procedures of a county welfare department. The types of service rendered are explained, and time schedules are worked out with each student.

This session is followed by a period in which the students read case histories. During this time some preliminary instruction in interviewing is given as a part of the course. Later, the student goes into the field to review such cases as the supervisors may assign.

During the period of limited participation, each student reviews at least one case in each of the assistance categories. Throughout the period, the participation is planned and directed by the case supervisors with the instructor at the college cooperating. Students showing marked ability are eventually allowed to make an original investigation.

The program of "planned observation" also includes a visit to the public welfare office at the county seat. There the students are given an explanation of the work of the accounting division and its importance in supplying the statistical data which are the basis for the appropriation of the funds necessary to the effective functioning of the department. The work of the legal division and the facilities for inter-agency, inter-county, and state clearings are also discussed. Arrangements are made for students to attend staff meetings, meetings of the welfare committee of the County Board of Supervisors and, if possible, meetings of the entire county board. Visits are also made to various county institutions.

Values

After three years of operation, this program of limited participation and planned observation has passed the experimental phase. Of the students who have participated, some have gone on to the graduate schools of social work; some have secured positions in other welfare agencies; some (more than half) have discovered that social work was not their field of professional interest. These last have conserved the time and expense they might have spent on graduate work, but they have equipped themselves for effective lay membership on the boards of the social agencies of communities.

The Beloit experience with undergraduate pre-professional training and limited participation has demonstrated that "early selection permits better selection by the exclusion before graduation of those not personally adapted to social work." It has indicated that limited participation is not only feasible but possible for any liberal arts college with a substantial curriculum in the social sciences, provided only that it is located in the same community as is the county public welfare department. It has shown that undergraduate training does not lower professional standards but rather protects and insures them.

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CIO REFERRAL PLANS

Union Counseling Bridges a Gap

ROBERT L. KINNEY, CIO War Relief Committee's director of Community Services, describes labor's new social work venture.

LAST April, a Detroit member of the United Automobile Workers, CIO, needed help in arranging care for his children. He discussed the matter with a union counselor in his shop, who had been appointed several months earlier as part of a citywide counseling and referral plan worked out by the UAW in cooperation with the Detroit Council of Social Agencies. The counselor referred him to the Children's War Center, where help was arranged. When he was about to leave the agency, he asked the staff member who had served him:

"What is the fee for this service?"

The social worker assured him that there was no charge.

"What do you mean, there isn't any charge?" he asked. "Where do you get your money? Who pays you?"

"I imagine we get some of it from you," she told him. "Our agency is supported by War Chest funds to which you probably have contributed."

"Well, I'll be darned," he said. "I wondered what they did with that dough."

Better understanding of available community services among union members was only one of the reasons for the immediate popularity of the Detroit plan. It started from an investigation into the causes of absenteeism in Detroit war plants, conducted in 1943 by the War Policy Division of the UAW, in cooperation with the Office of Labor Production of the War Production Board. They found the obvious: that the major causes were outside the plant and required services of community agencies for solution.

After a careful study, it was decided that the best answer was to select a number of rank and file workers from the various shops and train them, as official union "counselors," to refer workers with out-plant problems to the community agencies best equipped to help them. The first training courses were held in 1943 under the direction of Mildred Jeffrey, director of the women's bureau of the War Policy Division, and Joseph Kowalski, educational director of the Michigan State CIO Council, and with the active cooperation of the Detroit Council of Social Agencies, the War Production Board, and other community groups which supplied instructors in interviewing techniques and the utilization of agency services.

By the late spring of 1944, approximately 100 graduate union counselors were functioning in more than sixteen Detroit shops; and the program has been steadily improved and expanded.

Recent reports from Detroit indicate that absenteeism, which in 1943 ran as high as 20 percent in some plants, according to a WPB statement, has been reduced considerably in plants where the counseling system has functioned effectively. A breakdown of 1,000 cases referred to Detroit agencies through union counselors in 1944 reveals housing as the major service required, 45 percent of the total referrals being made to housing committees and agencies. Child care and family problem referrals accounted for 20 percent; health, 10 percent; legal aid, 8 percent; social security, 5 percent; OPA, 5 percent; and arrests, immigration, priorities, income tax, and other problems, 7 percent.

Plan Spreads

Meanwhile, the national CIO leaders have officially backed the union counseling plan, and it has spread rapidly throughout the country. In November 1944, in his report to the Seventh Constitutional CIO Convention, President Philip Murray urged all CIO Industrial Union Councils to "lend active assistance and support to the out-plant counseling systems which have been developed in a number of areas by CIO unions." In stressing the value of the union counseling program as developed in Detroit, as compared to management-sponsored counseling, Mr. Murray further pointed out that "counseling systems have been set up in many plants by employers, and in such instances can constitute a threat to unions." Reporting on the role of the National CIO War Relief Committee, Mr. Murray stated that "through the promotion of the union counseling program by CIO councils and unions, the committee has developed not only better relationships between the community agencies and the CIO, but has created a greater understanding in the community of our problems and needs. These problems and needs, while great in wartime, will be as great or greater during the immediate period of demobilization and reconversion."

To date, union counseling programs have been instituted in Duluth, Syracuse, San Francisco, Los Angeles, Birmingham, Pittsburgh, St. Louis, Chicago, and three Pennsylvania cities—Williamsport, Philadelphia, and Chester.

Training—the Key

From the outset, the CIO has assumed well devised training courses for potential counselors to be the key to successful operation of the plan. Earlier experience with placing caseworkers in union halls had proved ineffective, management-paid social workers circulating in the plants were also unsatisfactory, on the whole, and the unions had no desire to duplicate management's personal counseling. If the union counselors were to avoid the difficulties inherent in these other plans, and really provide a bridge between workers and community services, it was clear that they must have special training for this purpose.

Experience has proved the correctness of this position, and the general pattern established in Detroit has been followed in other cities. Classes of two hours duration were held once a week for six weeks. At the end of this period, students completing the courses satisfactorily in the opinion of the supervisors were officially graduated, given certificates, credentials, and "union counselor" badges similar to those worn by shop stewards.

It was repeatedly pointed out to the counseling students that they were not being trained as social workers in "six easy lessons," and that they were not to try to handle problems themselves, but to direct fellow workers needing help to the agencies best equipped to give it. Emphasis was placed on simple interviewing and problem classification techniques. This helped still the alarm of social workers, who were accustomed to use "counseling" to describe specialized professional functions. And it offset the danger that the counselor might attempt to solve a problem himself rather than put his fellow worker in touch with the proper agency for service.

It was recognized from the first, also, that the counselor must under no circumstances confuse his duties with those

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of the shop steward, that bargaining and grievance settlement between union and employer do not fall within his jurisdiction. He was taught to refer in-plant problems to his shop steward. The steward, likewise, was coached to refer out-plant problems to the counselor. It is hoped that in this way any threat of rivalry between steward and counselor can be avoided. The steward's authority as chief representative of the union in his department, further, is not affected.

After completing the course, the counselors begin to serve in their respective plants, as problem referral specialists, interviewing fellow workers before and after work, in the lunch period, or through arrangement with management, taking whatever time off is required during working hours to interview and make referrals to the agencies. Referral slips are filled out for each case and a record kept, whenever possible, of service obtained through the agency. Except for the most obvious problems, most referrals are made through the community information service of the chest or council of social agencies, when such is available.

As the program spreads, particularly to areas of lesser industrial concentration, the unions are finding lack of funds plus a scarcity of experienced labor leaders to conduct the courses. These are obstacles that must be overcome in developing a well rounded counselor training program. Also, in a citywide program, in which a number of local unions participate, there is great need for continuing coordination and direction, not only in order to keep the recruiting and the training classes in balance with needs, but to organize regular refresher clinics and to deal with many general problems that arise. This requires the services of a qualified full time program coordinator in many cases, and they are at present difficult to find.

One remedy is the training of promising local leaders through the organization of regional and state institutes on union counseling. Another proposal is a national CIO institute to train those with outstanding promise. In many areas financing on the local level, where CIO members make a major contribution to the annual chest drives, may become a matter of union-chest cooperation. As counseling demonstrates its effectiveness, chest leadership can be expected to recognize its value in broadening the base of participation in fund raising campaigns.

Key Relationships

Obviously the successful development of the counselor-referral plan requires cooperation on the part of both management and organized social work. As might be expected, management's reaction has varied. Once assured, however, that union counseling is kept completely separate from grievance and bargaining machinery, many plant managers and personnel directors welcome it in the hope that absenteeism and turnover will be reduced. Thus at Hudson Motors in Detroit, management recognized the UAW's counselors when they were trained last April, giving them all the time on the job necessary to make referrals. The International Resistance Company of Philadelphia readily formalized its recognition of union counselors in December, even paying for their time off from the plant to attend the training course.

In cities where the plan has started with the close cooperation of the local council of social agencies, this has helped ensure good working relations with individual agencies. In a few areas chests and councils began to plan variants of the training program, under their own sponsorship. In one city the chest and council tried to develop a citywide counseling training program with management represented and classes open to nonunion as well as union workers. While such a program might appear logical to those outside the labor movement, the proposal is full of dynamite. It puts the chest or council "in the middle" in labor-management relations. Further, the unions feel, and rightly, that officially recognized union counselors should be trained in a program sponsored by the unions themselves. CIO tends to regard the counseling program as its own, to be developed in cooperation with public and private agencies but under union sponsorship and control.

Locke Photographic Service

Two union counselors, members of Ford Local 600, UAW, discuss a referral problem

Another misunderstanding on the part of social workers when counseling programs are organized often originates in the unions' belief that the records on referrals should give some indication of the service actually rendered by an agency. Counselors usually make check-backs on referrals, and in so doing inevitably get the worker's reaction to the service he has received. While professionals may question the ability of a lay counselor to judge the technical quality of highly specialized service, nevertheless the union must have some means of measuring the efficacy of the referral system. The CIO is now experimenting with procedures suitable for this purpose.

Labor's New Approach

Those with a keen eye to the future will find in the counseling program concrete evidence of a new approach to health and welfare which has been crystalizing in labor circles during the war. Prior to that, labor's direct concern with social service had been limited to a few unions, notably those in the needle trades, which operated their own health services, recreation programs, camps, cooperatives, credit unions, and even banks. There was little direct collaboration between the representatives of organized labor and community service agencies—indeed, labor tended to be distrustful of "charity" and "welfare" workers.

This suspicion was to an extent justified, for the boards and planning committees of community welfare agencies were very often representative only of the employing group. Many workers were

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"pressured" by foremen to contribute from their meager pay to welfare fund raising campaigns, to find their contributions credited in the press to their employers. And there were instances of the use as labor spies of "welfare workers" and counselors employed by management.

During the war, however, there has developed rapidly a new philosophy of labor's responsibility for the welfare of the community. Through the National CIO War Relief Committee unions have participated actively in communitywide fund raising campaigns for war and home front relief and welfare, not only through membership contributions but through participation in campaign administration and planning. CIO members have contributed over $85,000,000 through community war chests and Red Cross chapters since Pearl Harbor. This interest, moreover, has not limited itself to fund raising. Unions have been able to establish, in the past three years, surprisingly cooperative relationships with councils of social agencies and their affiliates. Representation on boards and working committees has increased rapidly.

Unions now see that usually their own interests can best be served by strengthening and utilizing services designed for the whole community rather than by duplicating them and establishing isolated programs of their own. This is expressed typically in one section of a 1944 report by Bernard Segal, chairman of the Greater New York CIO Council's health and welfare committee, to the New York City CIO: "Not the least of the reasons why it is to the benefit of labor to take advantage of the willingness of welfare agencies to assist union members is the good working relationship which is being built up now that can be a cushion for the reconversion and postwar period. Why should a trade union, even if it has a large treasury, spend tens of thousands of dollars setting up within itself another agency when all the services it could offer are already being offered by the community? The whole community will benefit by such cooperation and its extension of democracy which such wide participation in community affairs always brings about."

Union counseling, the outpost referral program developing throughout the country, is a tangible outgrowth of this philosophy. It differs greatly from the isolated experiments of the past several years in social casework operated through union offices and meeting halls. As laboratory experiments, these demonstrated the value of social service in an unconventional setting, but generally speaking they did not provide a national pattern for expanding service. One of the exceptions to this general rule should perhaps be noted in the highly effective program of the personal service bureau of the National Maritime Union, which includes union casework service to meet the needs of CIO merchant seamen.

Union counseling does not provide the full answer to the welfare problems of workers, as the unions themselves realize. It has its imperfections and limitations. Certainly a systematized referral program, no matter how well organized and efficiently operated, can work only so well as community resources of skill and facilities permit. But it *can* serve to obtain for workers what services are available; it *can* interpret social work to vast numbers of people for whom social work has never existed before; it *can* reveal needs for extension of services and for new services; it *can* serve to develop new union leadership for creative participation in health and welfare planning; and it *does* provide the first almost universally applicable union-community service program.

CIO has adopted the new counseling system as a further union service to industrial workers. As such, it is equally a service to the community.

The Council Does Its Part

How the Delaware County Welfare Council helped make the plan succeed—told by its director, EMILIE B. MYERS.

In the summer of 1944, when the CIO Community Services Committee asked the Delaware County, Pa., Welfare Council to participate in organizing a union-counselor referral program, we had several sound reasons for accepting the invitation.

Delaware County is a big, complex county with a total population of 350,000. On its northern border Upper Darby, a community of some 70,000 inhabitants, joins Philadelphia's city line; fifteen miles away, at the county's southern end, the city of Chester on the Delaware River is bursting with a wartime population of 85,000. Here is the Sun Shipbuilding Company, with docks and yards enormously expanded since 1939. Here, also, are the Baldwin Locomotive Works and the Sun Oil Company's main refinery, whose war operations have drawn thousands of new workers from surrounding counties and adjacent states—indeed, from all sections of the country. In between are thriving suburban communities, including the college town, Swarthmore, the county seat Media, and large and prosperous rural areas. Although our heaviest industrial concentration is in Chester and the southern section, workers in these plants come from all over the county. It seemed desirable to do anything we could to help them secure the services they needed from the agencies most easily available.

Moreover, since the Welfare Council had long been the established agency through which agencies, groups, organizations, and individuals cleared, coordinated or correlated their programs and services, it was logical to expect us to provide such services to the Community Services Committee of the CIO.

Our council had always stressed its role as an interpreter of agency services, for it is a center through which professional people are recruited to explain our programs to groups throughout the county. The counselor-referral program offered unusual opportunities to reach union members to an extent never possible before.

The Welfare Council had had long experience in planning training courses and institutes for volunteer groups. Inasmuch as the training of counselors to do an effective referral job was one of the most important elements in the plan, we felt we had an obligation to give the union every possible assistance in shaping the content of the courses and securing suitable lecturers and instructors.

Finally, cooperation with organized labor would be no new experience for our council. We already had a joint committee, with representatives from unions and social agencies, with "two-way education" as its stated purpose. "Organized labor," the committee had announced, "should be thoroughly acquainted with the Welfare Council, its structure, functions, and services, and with the health and welfare programs of the community; the staff of the Welfare Council and persons in charge of agency programs likewise should be acquainted with the structure and programs of the various labor unions and their affiliates."

Important Steps

With these reasons for participation in the program always in mind, the role

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which the council can and should play to help make the plan a success, has been steadily clarified. After nine months' experience we are sure that our function is to advise and coordinate. Actual administrative responsibility must be carried by the unions and by the agencies providing the services. The practical steps which we have taken are all in line with this point of view.

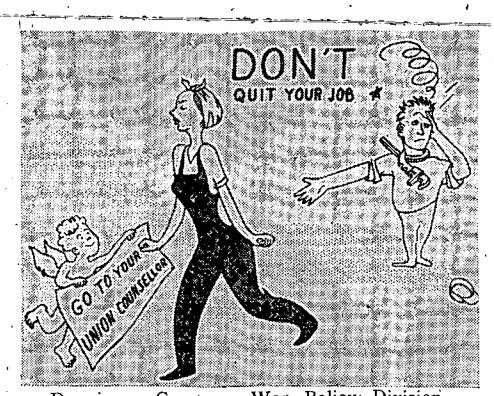
Very early, we assigned one of our staff members responsibility for working in liaison capacity with union and agency groups. Her task was made easier by virtue of the fact that the Community Fund of Chester employs as an assistant director, a man endorsed by the CIO, who also acts as labor consultant to the Welfare Council, and because labor representatives serve on our working committees as well as on the executive committee.

The committee which planned the training course was appointed by the CIO Community Services Committee; but names were suggested by the Welfare Council. Our staff member served as chairman, and the director of the council was also a member of the committee.

Both the director of the training course and the general chairman of the program were appointed by the union. For the former, they were very fortunate in securing a specialist in workers' education, with a background of union experience. She has served as a member of the committee which planned the course and as chairman led the discussions at the institute sessions. She has taken full responsibility for orienting the counselors to the new obligations they are assuming.

The general chairman of the program, appointed by the union, has been in charge of the active recruiting of counselors. This was going on at the same time the committee was working out the detailed plan for the training course.

After the committee had mapped out the over-all plan for the training course—a series of six two-hour lectures—agreed upon objectives and general content, and decided whom to ask as discussion leaders, the Welfare Council took responsibility for interpreting the plan to the suggested leaders. However, they were officially invited to serve as leaders by the chairman of the CIO Community Services Committee.



Drawings: Courtesy, War Policy Division, UAW-CIO

After they had accepted, they all met with the general chairman of the program, the director of the training course, and the Welfare Council staff member. Schedules were agreed upon and the council prepared and sent necessary materials to the various lecturers. The director opened the course with an introductory lecture on the county's over-all pattern of services, their administration and sources of support. A staff member was present at all of the sessions.

After the course was well underway the Welfare Council invited the executives of agencies to which referrals might be made to meet with the director of the course and the chairman of the program. Procedures for referral were discussed and agreed upon, and a statement prepared outlining the respective responsibilities of the counselors and the agencies. This was sent to the union counselors when they completed the course, and also to the agencies. This method of working out procedures is to be repeated for the second training course, and it is understood that they will be somewhat changed in the light of the experience of the counselors and the agencies.

After the conclusion of the first course, the Welfare Council called together its discussion leaders for a meeting with the planning committee to go over the material which had been used in the previous course, and evaluate it for teaching purposes. Opinions of professional workers, union officials, and the graduates of the course, were pooled and thoroughly analyzed. The result has been a considerable shift in emphasis and approach. Whereas in the first course, our point of departure was centered on the agencies and what they do, we are now starting with the needs which people present, then describing the most useful types of service, and the agencies which administer them. We find this helps the union counselors much more quickly to form a concept of how to refer problems to the appropriate agency. Also as a result of our experience we are integrating and timing the lectures better to give them more direction and uniformity.

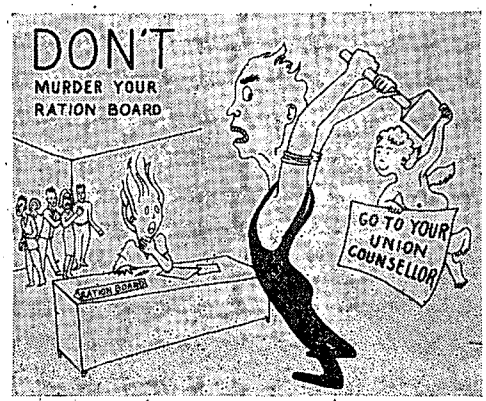
From Here On

Beyond question, the counselor-referral plan has had a good start in Delaware County. But we fully realize that if it is to continue to develop, workers must be convinced that it provides them with real help when they need service, counselors must find real satisfaction in what they are doing, and both unions and agencies must see value in the experience.

Obviously, the first and perhaps the most important test is whether the worker needing help is actually referred to the agency best able to meet his needs. Here, the council is assisting the counselors in two ways. It has prepared for their use a special directory of services and agencies, carefully cross-indexed so that information can be found easily. Moreover, the counselor is urged to call the Welfare Council's regular information service if he is not sure just what to do, give the facts about the case as he sees them, and ask for advice. Referrals outside the county also are made through the information service.

Other questions are arising from the impact of this procedure upon established patterns of agency practice—in respect, for example, to the confidential nature of agency records, and the traditional agency-client relationship. While the answers are to be sought mainly in perfecting routine methods and procedures, satisfactory solutions are nevertheless highly important to the successful development of the plan. The Welfare Council is continually making it possible for representatives of the unions and agencies to discuss these points. Helpful changes in procedure have already been made, and others are under consideration.

Only through mutual understanding can a plan such as this be truly effective. We believe that the factor most important in assuring its success is clarification and agreement on the respective roles to be played by the unions, the agencies, and the Welfare Council—and also, of course, continued mutual respect for each other's function and program.



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While Their Men Are Away

ROSE M. RABINOFF, Worcester chapter, American Red Cross,
describes the problems in the families servicemen leave behind.

As a nation we have escaped the stark reality of daily physical terror which comes from war on one's own soil. And so it is popular to speak of our being "remote" from the war. But a case-worker who spends her working hours with the families of men in service knows that to these families the war is not remote at all. In their fears and anxiety, the pain of their loneliness, their confusion, often in their feeling of guilt, the war has struck to the very heart of the home itself. Their emotional involvements in the war are real, personal, infinitely varied, and often tragic. So are the practical adjustments which many of them have had to make.

In just one relatively small city, Worcester, Mass., the home service department of the Red Cross each month is called on to help some 1,500 of such families. Numerous others are facing difficult problems as best they can by themselves, or perhaps with help from friends or relatives, or from their church. Some of them need money, others are having difficulty with their children, loosening marital ties are not infrequent, often there is worry over the fate of their servicemen, and sometimes over their misconduct. These are social and emotional realities of war, just as, in a different sense, are bombed cities and civilian casualties.

As these families come to us, we find that rarely is there only one problem to be met—rather there is usually a multiplicity of problems. Yet a number of typical situations do emerge, and while each is seldom entirely exclusive of the others, they form convenient "pegs" around which to tell the human story of what happens to family life when war calls one or more of its adult male members. And in many instances there is some *principal* difficulty more important than the others.

Financial Insecurity

The absence of the family breadwinner and reduced family income has meant real hardships to many families. Both wives and dependent parents have suffered with equal severity. Households have had to be combined, women have had to go to work, teen-agers have taken on responsibility for supplementing the family income, even aged parents have taken jobs again. These are solutions of a kind, although not always of the happiest. Nevertheless, when a family has faced the real problem and mobilized to meet it, we have evidence of an adequate emotional adjustment. Emergency financial assistance may be needed for a temporary period, but usually this is part of the family's own plan, and some try to make repayment. The important thing is their willingness to try to get along on their own responsibility.

But to the immature, dependent type of person who has little inner resourcefulness, the compulsion to adjust to a lower income becomes a problem of overwhelming magnitude. And here the emotional intensity which is centered on the financial problem can be understood only if seen as part of an emotional protest against separation, the bewilderment and fear of being left to manage alone. The most common manifestation of this is a denial of the reality of the husband's absence and a continued struggle to bring him back.

Mrs. Rand, for example, mother of three children, came to the Red Cross for financial help. She could not manage on her family allowance of $120 a month. However, while this was a meager budget, it was apparent that there had been little planning for its careful use; and Mrs. Rand, who wept throughout the interview, was unwilling even to think of possible ways either to adjust her standard of living or to find additional resources. Although originally requesting financial assistance, she began to insist that the Red Cross should help get her husband home. He had been a policeman, and in addition to providing an adequate income and helping with the housework, he had assumed most of the responsibility for the children. In this instance, Mrs. Rand's emotional dependence on her husband caused her to exert all her energies to get him out of the service rather than to make her own way during his absence. It was not until she had failed in her attempt to bring him home that casework began to be of real help in teaching her to take responsibility for herself.

We see the other side of this picture in the hundreds of requests from servicemen, forwarded to us by Red Cross field directors for health and welfare reports on their families. These requests usually read, "Soldier is gravely concerned over his family. His wife writes in great detail of her inability to manage financially and her difficulty in handling the children. She has also been complaining of her own poor health." In their anxiety over the family's welfare, some soldiers receiving such letters have left their posts without leave. Without doubt many women who write such letters are having a difficult time. But the greatest problem is that many of them are emotionally immature and in the past have leaned heavily on their husbands. Now they are completely absorbed with their own sense of emotional loss and cannot accept the fact that their husbands must be away.

Marital Difficulties

Many of the marital problems brought to us reflect a long background of tensions, now simply cast in a different light because the husband is absent. Habit, if nothing else, had tended to hold husband and wife together when both were at home. Army life, particularly at distant posts, offers a present means of escape for many husbands. This is a very threatening factor to women who are already insecure in their relationships. The reverse is true for many servicemen who are concerned lest their wives find escape from an unsatisfactory marriage during their absence.

A guilty feeling on the part of the wife for her share in their marital difficulties, stimulated by the husband's departure, is a real obstacle to effective assistance in many cases. She tends to romanticize their whole relationship, to suppress its real quality, and to build up a variety of fantasies about what it will be like when he returns.

Mrs. Long, for example, came to the office so acutely distressed that she could not speak. Bursting into tears the moment the door was closed, she thrust forward a letter from her husband, written with almost naïve frankness and apparent honesty. He said very simply that he had met a girl in England, had fallen in love with her, and that she was pregnant. He is not sorry because he believes it is for the best. "I would never have changed if I got back to living with you," he writes. The English girl has changed him a lot. He does not drink any more. His promotion came from listening to her advice and he is in line for another one soon. "She takes good care of me," he assures his wife. He closes with a plea

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that there be no hard feelings between them. He will always provide for her and the children but he wants his freedom.

Mrs. Long could not understand how anything like this could happen to her husband. There had never been any serious difficulties between them. Yes, he drank, but so do other men. He was good to her and the children. The children were so fond of him that for their sake alone she would not divorce him.

A letter from the field director at the husband's post gave a somewhat different account of their relationship. Corporal Long maintained that their life had never been happy, that his wife had always nagged and belittled him, and on three occasions had had him arrested for drinking. They had been separated for brief periods, but the same situations arose when they came together again. Despite her unwillingness to grant a divorce, he plans never to return.

The more immediate problem was to give Mrs. Long an opportunity to unburden her guilt and to assure her of our interest and help. But the ultimate solution will be long and slow, and referral to a family agency for continuous service seems in order.

Women who have rushed into hasty wartime marriages present problems more hopeful of solution. While these may involve deep hurts and considerable anguish, emotional patterns have not been fixed by years of prolonged conflict and tension.

Clara, eighteen, brought to the office by another girl, is a case in point. She wanted to contact her husband from whom she had not heard for four months. With obvious embarrassment she told how she had met him while he was stationed nearby and a short while after found that she was pregnant. They had planned to be married immediately, but he had received his orders and been transferred. With the help of the Red Cross a furlough was arranged, and on arrival the boy was hustled off the train to the church where the wedding ceremony was performed. He had to leave directly after the ceremony and there had been no news from him since.

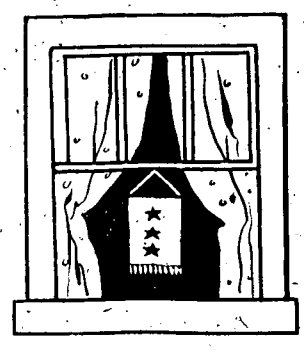
Now her family says that he walked out on her and she is beginning to think as much. She was hurt by his apparent lack of real feeling and the implication that hers was, in fact, a forced marriage. An inquiry to the field director where her husband was stationed revealed that he, too, was disturbed. He had had no opportunity to talk with her after the ceremony and could not get used to the idea that he had actually married the girl, though he expressed some affection for her. At his request a furlough was arranged so that he could return for a short stay with his wife. This may help to straighten out their relationship, although there will, no doubt, be other problems.

The number of bigamous marriages has been surprising. These usually come to light when the Red Cross has occasion to assist the second wife in applying for her allowance. Added to the hurt from having one's affections taken so lightly is the humiliation which comes from having been "taken in." This has been rather sharply illustrated by a woman of thirty who found herself in such a marriage. Two older sisters had made unfortunate marriages, and she was determined to be cautious about hers. Although she had been going with a dependable man who was in 4-F, a serviceman she met at a social gathering swept her off her feet. Through the Office of Dependency Benefits we learned that he had a wife and two children in Louisiana. She found it very painful to face friends with the news of the annulment of her marriage and went to great lengths to try to keep any account of it out of the newspapers. In view of this woman's basic apprehensiveness of marriage, it would not be surprising to have this experience interfere permanently with her ability to marry again.

Children

People working with delinquent children during the past few years can testify to the influences set at work by the absence of the father from the home. It is especially serious when the family situation is complicated and the mother has not been able to help the children make an emotional adjustment to the father's absence. The child whose relationship with the father has been particularly close usually suffers most.

Mrs. Martin, wanting her husband to be discharged from the navy, came to us for advice. A sixteen-year-old daughter, becoming out of hand, had been getting into serious difficulty. At the time Mr. Martin went into the service, Mrs. Martin was working and they were maintaining their own home. Not long after he had gone she discovered she was pregnant, and later had to give up her job. She closed her home and with her eleven-year-old son, her daughter, and the new baby, moved in with her mother. Quarters were crowded and everyone was under a great deal of tension. Mrs. Martin knew her daughter missed her father, but she was too busy to pay much attention. Later she found that her daughter had been taking her boy friends to their closed home and that one of them had stolen jewelry and other objects from the house. While her daughter denied having sex relations with the boys, her mother felt that she would most certainly get in trouble if she had not already. Since a dependency discharge was denied by naval authorities, we felt that this was another long time case to be referred to a family agency for help in making basic adjustments to the husband's absence.



We have seen several families where the absence of an older brother has so affected his sister that the parents were not able to do anything with her. This is the case with sixteen-year-old Regina, one of nine children. She and her brother were very close. He took her places, encouraged her in her work, and was rather inclined to baby her. Now she has to help supplement the family income, a responsibility she resents. Although her relationship with her parents has always been poor, she has become more defiant and hostile. Without the emotional support of her brother she is showing a marked interest in men, and has begun "running around" a great deal.

Unmarried Mothers

While an "unmarried mother" technically may not be considered part of a serviceman's family, she nevertheless has claim upon the serviceman's emotions. She may legally request his financial support, and in most instances will try to make the accidental relationship into a permanent one.

To be sure, not all unmarried expectant mothers show disturbance over their plight. Witness the girl of nineteen who came to the office with her mother, and when asked if she intended to marry the man, replied, "Are you kiddin'?" She knew Bill was not the marrying type. All she wanted was financial assistance for the child.

But such a response is exceptional. For most girls as well as for their parents, this is a deeply disturbing situation. Parents will go to a great deal of trouble to move out of the community until after the daughter's confinement, to make plans for the baby's adoption, and to hush up the entire matter. The mothers themselves are often melancholy and confused. In many instances it is difficult to help in planning for the child because of the mother's emotional distress and her inability to view the situation realistically.

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In such instances, our role is to help sustain the girl until she has made a sufficient adjustment to discuss plans for herself and her child. If more prolonged assistance is needed, she is referred to the local children's agency or any other agency which can meet her needs.

Some of the practical difficulties which Red Cross encounters in establishing paternity can be illustrated by our experience with Jane C., whose fiancé was stationed overseas. The couple had been engaged and planned to marry. Jane found herself pregnant, was put out of the house by her parents, and went through considerable difficulty. In her own mind she denied the actual circumstances and regarded herself as married. She wore a wedding ring, referred to herself as Mrs. and gave the child her fiancé's name. She seemed to have complete assurance that he was quite willing to acknowledge paternity and that they would ultimately marry. However, to have legal meaning this had to be on paper, written and signed by the soldier. On our instigating the request for acknowledgment of paternity, Jane received a most endearing letter from him, expressing pleasure that he had a son to bear his name. But the letter was affectionately signed "Funny Face." Another two months was required to get the father's formal signature, which meant that his support of the child was delayed for that length of time.

Family Morale

Just as high morale at home affects the serviceman's morale, so does his own good morale aid the adjustments of those he leaves behind. Parents or wives take pride in recounting their serviceman's successes, his amusing description of some camp experience. In so doing, they develop a healthy awareness of his absence and find separation easier. The knowledge that Bill is all right is a great source of comfort. Conversely, there are marked reverberations within the family when the serviceman gets into difficulty. A misdeed in the army is taken even more seriously than unconventional behavior in civilian life. Parents normally feel that the misconduct of their children is a reflection on themselves for the way in which the children have been brought up. When military misconduct is the problem, this reaction is heightened by the feeling that misconduct in the armed forces is unpatriotic. Hence it is understandable that parents and wives come to us highly disturbed when they learn that their serviceman has been AWOL, or has been sentenced to the guard house.

In these instances we try to help the family see the factors that might be behind their son's or husband's actions, and to understand that it may be simply a part of his difficulty in adjusting to army life, rather than something which is deliberate or wilful. For example, when a mother begins to understand that her son's going AWOL was related to his having been "washed out" of the pilot training school and transferred to the infantry, she can sympathetically encourage him to face his problem in a more adult manner.

Hospitalization for a serious wound, or for psychiatric reasons, is serious and disturbing news for any family. A young Filipino woman was so upset over her husband's discharge from the army as a psychiatric case that she did not want him home again. It was only after she herself began to describe his initial good adjustment and his subsequent disturbance at being placed on a kitchen detail that she began to understand something of his problem. In civilian life he had been disgruntled because, as a Filipino, he never seemed to be able to get anything but kitchen work. He had hoped to do better in the army. His wife finally recognized that he had taken his disappointment hard and needed her encouragement more than ever before. She is now working cooperatively with the local psychiatric clinic to give her husband all the help that she can.

Social workers, as everyone else, feel themselves humbled and overwhelmed by the profound shock which comes to the parent or wife whose kinsman is reported missing or killed in action. There is little enough that can be done to ease the pain of the family. Only as we work together with them over some of the practical problems of benefits or insurance do they begin slowly and painfully to adjust to the reality of their loss. One father who had recently been informed of the death of his son came to the office in such a state of hysteria that it was some time before we could carry on any kind of interview with him. His anxiety was heightened by fears for a second son in the combat area, whom he wanted us to have removed to safer duty. He could not seem to comprehend that the Red Cross itself could not arrange such a transfer. Finally, when we told him that he could, if he wished, write to the Adjutant General's office, his manner became quieter, for although we made it clear that his request might not be granted, he seemed to gain comfort in the knowledge that there was something he could do.

When a boy has been reported missing in action, the conflict between hope and fear produces an almost unendurable tension which frequently finds expression in ceaseless effort to secure more information about him. The shock from the news that he is considered dead at least brings a certain kind of relief from the uncertainty of not knowing. A happier kind of relief comes with the notification that the son or husband is a prisoner of war. Yet rarely does the family respond with the excitement and thrill of friends whose usual comment is: "Aren't you happy he is now safe for the rest of the war?" For relief from their greatest anxiety brings other worries about nutrition, disease, or possible abuse. One mother who received news that her son was a prisoner of war was so distressed at the first part of the message that she could not comprehend that he was in a neutral country and therefore undoubtedly receiving comparatively good care.

In all these situations the home service worker does her best to reassure the family and to give them practical assistance in the complicated procedures for sending mail and parcels.

Looking to the Future

Every family with men in the service experiences some degree of disturbance. Those able to rally and decide what to do are likely to ask for specific information about what steps they wish to take, if any, and then are not heard from again until another concrete problem arises.

But for many, problems are posed which are beyond their emotional capacity. In most instances, we find evidence that personality difficulties existed long before their men left for service, but were intensified when the women were called upon to make a new and serious adjustment away from their husbands.

Although the Red Cross home service is limited to short time casework where the need is emergent, a great deal can be done within these limits. Our workers must have a high quality of diagnostic ability, be able to understand quickly the client's problem, and determine whether it is such that short contact, specifically directed, can give the help needed, or whether intensive assistance from other private agencies or psychiatrists is required. For the wife who is merely confused or bewildered by the sudden accretion of responsibility, limited service in connection with such specific problems as budgeting and management, plus the reassurance of an interested person, may be all that is needed.

Most of the cases illustrated here present problems of long standing that require more intensive assistance than Red Cross is prepared to give. Therefore, an important part of our task is to interpret other existing services to the client, and help make them available to him. Our home service workers are, in a sense, ambassadors to the public representing the community's social services, private or

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public. This in turn requires a thorough knowledge of facilities of other agencies, and careful referrals that will make the client feel that he is being introduced to the referring agency by someone genuinely interested in helping him get the service he needs. In Worcester we make frequent use of psychiatric facilities, as well as to the family and children's agency and the department of public welfare. We hope that our cooperative relationships with other agencies will be strengthened by inter-agency conferences on cases presenting especially complicated problems.

Building for cooperative service should stand us in good stead in meeting the future problems which servicemen's families will face. While some of the present tensions will be eased when men return to their homes, new problems may arise in the veteran's readjustment to his own family and to civilian life. Some families will need help in adjusting their lives to the loss of a husband or son. Some will face the permanent disability of a loved one and the resultant loss of earning power of its chief wage earner.

Social agencies and the community must all work together to meet the demands which these many problems will surely bring. Our best preparation for the tremendous task ahead is a critical and honest evaluation of the work we have been doing. Only then can we develop our strengths and eliminate our weaknesses.

"Reader Reaction"

• *The Survey* staff is to be congratulated on your new spring format for the *Midmonthly*. The new set-up wears very well. JAMES L. FIESER, *American Red Cross, Washington, D. C.*

• Congratulations on the new format of the *Mid*. Also on the excellent material in the February issue. It is a long time since a social work magazine has come to my desk which I have found so necessary to read from cover to cover.—MARY SWAIN ROUTZAHN, *Russell Sage Foundation, New York.*

• I wish to congratulate you on lifting the face of *Survey Midmonthly*. I shall now be proud to have it on my library table.—PAUL L. BENJAMIN, *Public Charities Association of Pennsylvania, Philadelphia.*

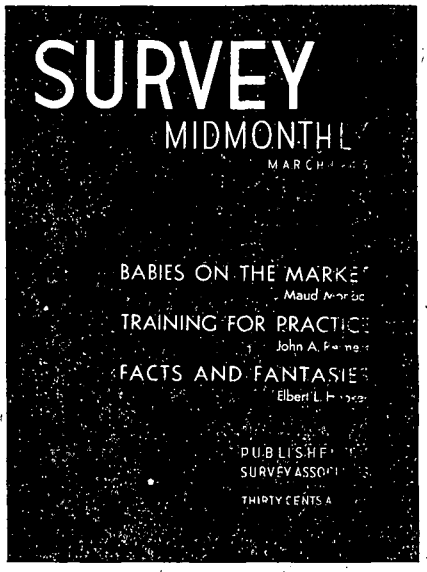
• Permit me to join the many others who have already written in to acclaim the new format of *Survey Midmonthly*. I have always been partial to *Survey*, probably not missing an issue in the last fifteen years. The new *Survey* is tops. It packs a punch, it has dignity, and it is easy to read.—HARLEIGH B. TRECKER, *University of Southern California, Los Angeles.*

• I think the format, typography, and illustrations in the *Survey Midmonthly* have improved the magazine tremendously. —BENT TAYLOR, *Community Chests and Councils, Inc., New York City.*

• I should like to join the many friends of *The Survey* who undoubtedly are saying "well done" to you for the new format of the *Midmonthly*. It does improve the magazine considerably and it has an air of 1945. —SYDNEY B. MARKEY, *Council of Social Agencies, Indianapolis.*

• In leafing through the February issue I was much taken by the new arrangement. I like particularly the informal comments at the front which take the place of those quotations which I never bothered to read. I like your type arrangement and somehow I get a feeling it is much easier to read even though the actual size of type and articles may be the same.—GEORGE W. HARWOOD. *County Welfare Federation, Lancaster, Pa.*

• This is not apple-polishing—the face lifting on the *Midmonthly* suits this reader just fine.—SGT. MORTIMER KARPP, *Rhoads General Hospital, Utica, N. Y.*



• It is my pleasure to add a word of appreciation for the new make-up of the *Midmonthly*. As an outsider who had no part in the discussion of diverse proposals I can only say that the result, though obviously a compromise, is excellent. A magazine should never radically change its outward style, I think, unless there is a corresponding change in content. Probably the new make-up reduces the amount of wordage, but apparently with no disadvantage to the reader, who now can absorb a great deal more of what he is offered than he could from more crowded pages. . . . That *The Survey* is not addressing a half dozen or more separate audiences of specialists is, of course, nothing new; but too often the impression has been given by crowding the pages with a multitude of small items of interest only to the workers immediately concerned. The effect of the new make-up will be that more subscribers will, like myself, get the feeling that the journal as a whole is addressed to them. . . . But I assume that this very consideration has governed the change in outer form, and that it is the purpose of the editors to follow more consistently their original purpose of making the *Midmonthly* the connecting link and common forum of all social workers.—BRUNO LASKER, *Institute of Pacific Relations, New York.*

• Congratulations on the "new" *Midmonthly*. We are very much impressed by the several changes which have taken place—ELIZABETH M. SMITH, *Department of Social Welfare, Providence, R. I.*

• I am hearing a lot of flattering comments on the new dress of the *Mid*. It not only strikes the eye with its make-up, but with contents that are lively and varied. In fact, I think it is a swell job, and other people seem to agree. — KATHERINE GLOVER, *OCWS, Washington, D. C.*

• New maroon-color cover of *Midmonthly* and entire format make it more salable. More power to you! — MARY P. WHEELER, *University of South Carolina, Columbia.*

• I want to compliment you on the new format of the *Midmonthly*. I especially like those short pieces at the beginning for they give your reader an interesting running start on the copy that follows. I certainly think the *Midmonthly* has been making great headway during the last few months. —CLARE M. TOUSLEY, *Community Service Society of New York.*

• Please accept hearty congratulations on the "face lifting" job done on the *Survey Midmonthly*. I never saw a more attractive issue of *Survey Midmonthly*. I also like the editorial restyling.—KENNETH MILLER, *Indianapolis Community Fund.*

• Congratulations to you and your colleagues for the swell job you have done in brightening up the appearance of the *Midmonthly* magazine. The new dress makes the old girl look quite attractive.—LEOPOLD LIPPMAN, *Welfare Council of New York City.*

• The new format for *Survey Midmonthly* clearly identifies it as the journal of professional social workers. The format emphasizes the timeliness of recent articles. In appearance and in content *Survey Midmonthly* gives convincing evidence that it keeps attuned to changing times.—RAY JOHNS, *USO, New York City.*

• New Format: lively—attractive. New Cover: "smooth" but lacks the distinction and character of the former one. Style: a bit chatty for a national professional mag . . . And who asked me?!—MADELINE DANE ROSS, *New York City.*

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Cancer Campaign

Coordinated, continuous research with adequate funds for scientists and equipment—these are the main lines of the new drive on cancer, the second greatest killer (next to heart disease) in this country today. This month the American Cancer Society, headed by Eric A. Johnston of the United States Chamber of Commerce, will begin a campaign to raise $5,000,000 for educational work and research in the field of cancer control. Fully as important as the funds are the new plans for organizing and directing the research.

Hitherto, efforts to discover the cause of cancer, and the means to prevent and cure it, have been individualized, sometimes overlapping, never integrated with related work going forward elsewhere.

Under the new plans announced by the American Cancer Society, research specialists in the field are to be organized into committees. Each committee will hold conferences, financed by the society, to develop a research program in its area. These plans are to be reviewed and criticized by an independent national body. This still undesignated agency will have the responsibility for coordinating the programs and for modifying or expanding them as the over-all research plan requires. Grants-in-aid will be made not for a year or two, as has been the custom in the past, but for substantial periods. Another radical departure from past practice is that research scientists will be paid adequately so that they will be able to concentrate on their work, free from anxiety as to their personal responsibilities. Nothing like the American Cancer Society's plan has been tried in medical research. It holds great promise for the final conquest of cancer.

Self Evident

An example of the best in good relations between races recently passed unnoticed outside Indianapolis — quite properly so, perhaps, for the fanfare of high purpose seems somehow inappropriate to a spirit of normal and friendly naturalness.

Todd Duncan, great Negro baritone, creator of the role of Porgy in Gershwin's opera, "Porgy and Bess," and an alumnus of Indianapolis' Butler University, was scheduled for a concert with the Indianapolis Symphony Orchestra under Sevitsky. When he stepped off the train he was amazed to hear strains of martial music, and to find a mayor's committee and a city hall welcome for a "local boy" who had "made good."

The warmth in his heart increased as he found that the concert, originally planned for a relatively small theater, had been moved to a tabernacle seating some 10,000, in order to accommodate the large number of local citizens who had bought tickets—and as he discovered that his father had been interviewed, with pictures taken in the parental home displayed on the front page of one of the leading local newspapers. A huge reception after the recital capped the climax. The whole experience, he writes, "turned out to be a thrilling homecoming for a native son—certainly a thing which I never anticipated at all."

Perhaps the incident should be left unspoiled by any moralizing. Certainly it speaks for itself.

Wisdom Needed

New York State last month entered the list of states setting up new administrative machinery to meet the needs of returning servicemen. The law, as finally passed, establishes a division of veterans affairs in the Executive Department, and carries an initial appropriation of $2,825,000 to start the program.

The new division is directed to "coordinate the programs of departments, divisions, bureaus . . . of the state or any political subdivision; maintain liaison with other public officials . . . concerned with . . . the execution of plans for members of the armed services; establish a state veterans service agency . . . to operate and maintain counseling services, rest camps, and other agencies and facilities; make studies and analyses; encourage plans for occupational reorientation"; and perform other similar functions. A director is to be appointed by the governor, with a commission made up of the adjutant general, director of the budget, president of the civil service commission, the state commissioners of agriculture, commerce, education, social welfare, mental hygiene, labor, and three appointed veterans.

To point out that the administration of the new division will face a complicated task in practically working out this program, is no reflection on the general purpose of the act. But many services to veterans are already available through federal agencies, including the multiple operations of the Veterans Administration. Likewise, every local community has local agencies that are shaping their particular services to meet the special needs of veterans. Wisdom will be required to make sure that new state activities supplement rather than duplicate what is already available.

A practical case in point is the creation within New York's division of veterans affairs of a state veterans service agency. Its function in effect is to promote and assist in the organization of local servicemen's information and referral centers. Funds are provided to subsidize the administration of these centers at the flat rate of $5,000 each. This state program, however, comes into existence after centers have been functioning for over a year in many cities throughout the state.

The new state office has a real opportunity to provide leadership to communities in setting organizational standards, improving methods of operation, generally raising the level of performance, and assisting communities which do not now have centers to organize them under proper auspices. But it will need to examine each situation on its own merits, and avoid rigidly applied blanket policies, if it is to be truly helpful.

Symbolic Award

Few army and navy "E's" have been awarded under more dramatic circumstances than the one received last month by the workers of the Bourne Workshop of the New York Association for the Blind. Before an audience of 2,500 people assembled in Carnegie Hall, a ser-

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geant of World War II, blinded at Guadalcanal, pinned the symbolic emblem upon the seventy-three year old senior member of the shop. Courage should come indeed, as Mrs. Franklin D. Roosevelt pointed out, to the newly blinded in this war's battles from this practical evidence that loss of sight need not impair their return to practical industrial usefulness.

During 1944 the 105 employes of the workshop, which is one of the many activities administered by the association of which Philip S. Platt is executive director, produced 333,000 mops, brooms, brushes, and pillow cases for the army and navy. And Maj. Gen. Clifford L. Corbin, from the office of the Quartermaster General, gave impressive figures of similar production by other workshops for the blind—contracts during 1944 amounting to $10,400,000, on which 2,500 blind workers earned $4,000,000 in wages.

The occasion may also be taken as tribute to the many similar organizations which, over the country and throughout the years, have pioneered in aiding handicapped people to lead normal and productive lives.

Hood River vs. America

Democracy won another round against racial hatred early last month when the Hood River (Ore.) Post of the American Legion announced that it would restore the names of fifteen Japanese American servicemen to the county war memorial from which they had been erased last December 2.

For three months the Hood River Post stood out against a mounting force of public opinion. Almost from the day of its incredible act of discrimination, letters of protest kept pouring into its offices from every part of the country as well as from the European and Pacific battlefronts. Americans who had been more or less complacent at the wholesale evacuation of Japanese Americans from their West Coast homes three years ago, were shocked by this insult to men who are risking their lives for their country. Their indignation rose when the post remained adamant even after word had come of the heroic death in the Philippines of Tech. Sgt. Frank Hachiya—one of the men whose name had been obliterated from the memorial. Newspaper columnists, radio commentators, clergymen, and finally the American Legion national commander took up the cause of the fifteen men. But only when threatened with investigation and possible expulsion from their national organization did the post give in.

When viewed as a local affair the Hood River story, even with its "happy ending" is a black tale. But viewed against the reaction of the country as a whole it is a bright demonstration of the effectiveness of public opinion when aroused in the interests of fair play. Said the *Pacific Citizen,* weekly publication of the Japanese American Citizens League, in commenting on the outcome: "The names have been restored, and it is the people of America who have restored them."

Colleges at War

The wartime difficulties of the small liberal arts colleges and universities are indicated by a survey of seventeen typical institutions made by Benjamin Fine, education editor of *The New York Times.* According to a summary report recently published in *The Times,* Mr. Fine's inquiry revealed that after four years of war, and the liquidation of many army training programs, the liberal arts colleges are limping along with greatly reduced student body and faculty, at a serious financial loss. The civilian enrollment is down to about 15 percent of normal, made up of youths under draft age, men rejected for military service, and returned veterans. Thus, of the institutions covered by the survey, twelve eastern men's colleges formerly had a total registration of 10,500. Today, exclusive of army or navy men, they have a combined total of 1,500 students. Faculties are cut by 50 percent or more—at Williams, for example, from 90 to 45; Hamilton, from 44 to 26; Lafayette from 103 to 49; Lehigh, 175 to 74. "On the average, the ratio of students to faculty is less than three to one." As Prof. Laurence B. Packard of Amherst put it, "We have reached the point of diminishing returns as far as small classes are concerned."

The liberal arts colleges today, the survey shows, are "in debt and losing money at an accelerated pace." Nevertheless, they are unwilling to consider any form of direct federal aid, fearing federal control. They intend first, to use their own resources; if necessary, to call on alumni and friends for help.

Mr. Fine reports all these hard pressed institutions as confident of the future. "They are eager to continue as liberal colleges, and are making plans for postwar growth and development, not in terms of increased numbers, perhaps, but with a view to strengthening their curricular offerings."

Bill of Fare

Last month the National Conference of Social Work sent out a list of forty-five manuscripts which comprise the pool of discussion material available to community committees planning local one-day conferences for May 28. (See *Survey Midmonthly,* February 1945, page 50, and March 1945, page 83.) Each community has the privilege of choosing eight papers.

Selection will not be easy, for the list is crammed full of subjects of the utmost pertinence to the problems and plans with which social workers in communities all over the country are engrossed today. The returning veteran, the unmarried mother, adoption policies, industrial counseling, labor participation, health and welfare planning, adjustment to reconversion, the chronically ill and aged—are but a few of the problems on which the conference is prepared to offer some light and leading through the provision of at least one, and in some instances—as in the case of the veteran—several papers.

Moreover, as is usual with the National Conference, the range of subject matter is not limited to narrow professional concerns, but includes a consideration of national and international issues which affect the world in which social work operates. Thus one paper is entitled, "Implications of the Peace That Is Being Made," and another, "Prejudices and Conflicts in a Democracy."

Dr. Ellen C. Potter's presidential address, "A Year of Decision in Social Work," promises to be unique among present and past conference papers, for it will put the conference itself under scrutiny. For nearly a year Dr. Potter has been gathering opinions from conference members on several questions of conference and social work policy to use as a basis for her discussion.

Communities planning "little National Conferences" for next month may have difficulty in deciding what eight courses among the many on the proffered menu will combine best for a good digestible conference, but they will not be bothered by a shortage of meat.

And So On . . .

Representatives of the bowling alley operators throughout New York State promised the Industrial Commissioner, Edward Corsi, in a two-hour conference, that they would "clean house." Charging that 90 percent of the pin boys in up-state alleys and 54 percent of those in New York City were employed in violation of the child-labor law, Mr. Corsi had threatened that all establishments hiring under-age boys would be closed (see "When Pin-Setters Are Children," by Kathryn J. Sample, *Survey Midmonthly,* January 1945). . . . Because of the critical need for qualified physical therapists for infantile paralysis victims, the National Foundation for Infantile Paralysis, 120 Broadway, New York, has appropriated $1,267,600 for the training of these specialists.

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HERE IN WASHINGTON

IF THE SENATE MILITARY AFFAIRS Committee reports a nurses' draft bill, the chances are that the Senate will pass it. They don't like it any more than the House did, but the army's arguments, that sick and wounded fighting men will suffer if the nurses aren't forthcoming, are unanswerable. No member of Congress can risk the possibility of someday facing a mother who declares her son died in service for lack of nursing care. The bill has the reluctant approval of most organized nurses' groups who, however, tied up that approval with references to universal service, or rather the lack of it, which made certain congressmen squirm.

The Senate is considering the House bill, HR 2277, outlined here last month.

THE VANDENBERG RESOLUTION calling for a special joint committee to study social security, after having been cold shouldered by the House, has received its death blow. The House Ways and Means Committee is going to make the study, and Chairman Doughton has been instructed to ask the House for funds to hire a staff of experts, with a tentative figure of $50,000 mentioned.

The committee acted upon a motion by Representative Dingell of Michigan, co-sponsor in the last Congress of the Wagner-Murray-Dingell bill and in the present Congress of the Dingell bill, HR 395.

Plans call for the work to begin at once and to continue over a period of months, with hearings before the full committee scheduled for midsummer. The field to be covered (there was a difference of opinion in the committee on this) will include: a permanent formula for social security payroll taxes, now "frozen" for the third time at the original rate of one percent each on employer and employe; extension of old age and survivors insurance to include some 20,000,000 persons not now covered; uniform unemployment insurance; a health insurance program; a check-up on the present system, with recommendations for such technical changes as the committee finds advisable in the course of its inquiry.

The Senate passed the Vandenberg resolution several months ago and the Michigan senator has been exceedingly wroth over the failure of the House Rules Committee to give it consideration. He failed to reckon with Ways and Means' alertness when it saw one of its most cherished powers threatened.

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SENATOR GEORGE OF GEORGIA is sponsor of a bill, S.619, setting up a greatly expanded vocational and retraining program for the "occupational adjustment and readjustment of youth and adults, including persons demobilized from essential war work or from the armed services." The bill is substantially the same as S.1946 of the 78th Congress.

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IN A RECENT REQUEST FOR A War Manpower Commission appropriation, the President included funds to expand the United States Employment Service by 596 local offices designed to provide facilities for returning veterans as recommended in the GI Bill of Rights. The fight to get more funds for the USES is not new, but with this fairly new argument in its favor, and the GI Bill to back it, the proposal may get somewhere this time. Heretofore, Congress has regarded it with anything but a favorable eye, and to turn down all such requests had become almost routine.

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ACTING UNDER INSTRUCTIONS from the White House, the Office of War Mobilization has named a subcommittee to study the question of a guaranteed annual wage. Named to the subcommittee are Eric A. Johnston, president of the U. S. Chamber of Commerce, Philip Murray, President of the CIO, Albert Goss, master of the National Grange, and Mrs. Anna Rosenberg, head of the New York State War Manpower Commission. The four are on the OWM advisory board, which has been objecting of late that it has had very little advising to do.

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THE SENATE SUBCOMMITTEE on Wartime Health and Education (the Pepper Committee) has promised to do something about the charges now being hurled at the Veterans Administration, but isn't just sure whether it should launch a full fledged investigation of veteran facilities or confine itself to submitting recommendations to Congress. The subcommittee already has published a report on the health needs of veterans.

In the meantime, on the House side Representative Philbin of Massachusetts has introduced a resolution calling for a special investigation by a committee created specifically for the purpose. Membership of the special committee would include five from the House World War Veterans Committee, of which Rankin of Mississippi is chairman. Mr. Rankin, incidentally, has indicated that his committee proposes to do some investigating on its own, and Veterans Administrator Hines has announced that he has instructed all managers of veterans hospitals to give him a full report on what is wrong, if anything, in their particular bailiwick.

Apparently, there is little doubt that there will be an investigation and perhaps more than one.

THE AMERICAN LEGION HAS put itself, with its 20,000 local posts, on record as in favor of an all-out postwar employment program. A Legion survey estimates that there must be 55,000,000 postwar jobs or "mass unemployment in the postwar era will mean the end of our economic and social economy. There can be no security and happiness in a collapsing economy. We must strive to find jobs for all willing to work."

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SENATOR MURRAY HAS BEEN promised hearings on his national job budget bill, S.380, in May. The hearings will be staged by the Committee on Banking and Currency of which Senator Wagner of New York is chairman. Senator Wagner is also one of the co-sponsors of the bill and takes a more than paternal interest in the measure. All of which indicates that the hearings will be as complete and thorough as possible.

The proposal outlined in S.380 is the foundation of the Administration's 60,000,000 jobs program [see "From Patchwork to Purpose" by Leon H. Keyserling *Survey Graphic*, March 1945].

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THE SCHOOL LUNCH BILL S.503, has been dropped in the Senate hopper, with Ellender of Louisiana as sponsor. The bill is similar to, although not identical with, S.1820 of the 78th Congress. It authorizes an appropriation of $65,000,000 for the fiscal year of 1946 and $100,000,000 for each fiscal year thereafter. The funds would be apportioned on the basis of school population and per capita income of the states.

Pierce Schneider

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THE COUNTRY OVER

Among the States

When the regular session of the New York legislature adjourned last month, it left a wake of laws bearing closely on the welfare field. Among the most publicized were measures establishing a state plan to combat juvenile delinquency, patterned on the recommendations in a recent report of the Interdepartmental Committee on Juvenile Delinquency. These set up a temporary State Youth Commission and authorize the establishment by counties and cities of state-aided youth bureaus and education or recreation projects. The program is to be financed by an $800,000 appropriation, of which no county is to receive more than $15,000. Other related legislation streamlines procedures for the court handling and treatment of young offenders.

Some controversy arose during the session over the governor's veterans program, but it was adopted almost intact. One of its main points, an amendment to the state constitution to provide for absolute preference for veterans in civil service appointments, though confronted with strong opposition, cleared the preliminary legislative hurdles and will be brought before the voters next fall. It would provide that disabled veterans, no matter what their standing, be given first preference in appointments from all civil service lists and that non-disabled veterans (discharged from service less than five years previous to appointment) come next. Pointing out that such a requirement would have the effect of barring entrance to civil service for the next five years, at least, to anyone who is not a veteran, opponents of the proposed amendment offered a substitute measure which would have given disabled veterans a ten point preference credit and non-disabled veterans a 5 point credit; but this resolution was never brought to a vote.

Another phase of the governor's veterans program establishes a State Division of Veterans Affairs, to be headed by a director (who must be a veteran) appointed by the governor. The director will administer the division through a Veterans Affairs Commission made up of three gubernatorial appointees, plus the adjutant general, the commissioner of agriculture, the director of the budget, the president of the Civil Service Commission, and the commissioners of commerce, education, health, mental hygiene, social welfare, and labor. Among other responsibilities, the new division is charged with coordinating local and state governmental activities for veterans, assisting other agencies in the development of veterans services, establishing a state veterans service agency, operating counseling services and rest camps, and administering veterans benefits. The measure also provides for the establishment of a state-aided veterans agency in each city and county. Behind the program is a $2,825,000 appropriation.

Next to the fight over anti-discrimination legislation (see *Survey Midmonthly*, February 1945, page 50, and March 1945, page 82) the bitterest battle of the session came over two unemployment compensation merit-rating proposals. The result was a "harmonizing measure" through which employers will receive rebates from their unemployment compensation taxes, based on stability of employment and provided in the form of credits against next year's taxes. Payroll taxes for those qualified for full credits will thus be reduced from 2.7 percent of covered payrolls to 1.6 percent. The measure also increases maximum benefit payments from $18 a week to $21, reduces the waiting period from two to one week, and lengthens the duration of benefits from twenty to twenty-six weeks.

Among other new legislation in New York are measures tightening the child labor laws (see page 121), increasing state aid for education by $14,000,000, making vocational rehabilitation available for the mentally or emotionally handicapped, and requiring state agencies to purchase products made by the blind.

Southern Progress

With the repeal of the poll tax achieved at the recent session of the Georgia legislature, only seven states now remain with this form of vote restriction. They are Alabama, Arkansas, Mississippi, South Carolina, Tennessee, Texas, and Virginia. In three of these, poll tax elimination measures are awaiting legislative consideration. A proposed constitutional amendment in Tennessee to this effect must be passed by both houses of the legislature, not only in this year's session but again in 1947, before being submitted to the people for a vote. Similar anti-poll tax constitutional amendments are being proposed in Texas and South Carolina.

Though the Georgia legislature repealed the poll tax, it defeated an attempt to eliminate "white primaries" by refusing to include in a proposed revision of the state constitution a guarantee of the Negro's right to participation. Among the social provisions included in the constitution are: creation of a merit board, under which all non-policy making state employes would be hired; establishment of a board of corrections to handle pardons and paroles; creation of a state veterans department to handle veterans affairs. The proposed constitution will be presented to the voters in August.

Among other accomplishments of the Georgia general assembly, which adjourned in late February, were the passage of an improved child labor law; and the creation of the State Citizens Council, a continuation of the present State Citizen's Volunteer Council, "to coordinate volunteer civilian war and postwar programs and promote the development of human resources in the state."

Interim Committee

Four principal objectives are contained in a report recently made to the Wisconsin legislature by the Joint Legislative Interim Committee on Relief Laws. They include: codification of the public assistance laws; revision of obsolete terms and provisions; elimination of unnecessary provisions; the effecting of "noncontroversial" changes to qualify the county and state for additional federal aid. Several of the specific recommendations have long been plead for by the Wisconsin Welfare Council, among them: revisions of the settlement provisions of the relief and old age assistance laws; increase of old age and blind assistance maximums to $50; permission for county welfare departments to grant direct medical aid to public assistance recipients. Though the recommendations for revision of settlement requirements do not go so far as the Welfare Council urged when it asked for "repeal of all legal settlement restrictions," they would simplify the present requirements to maintain the unity of the family in relief administration, and would reduce the pres-

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ent five-year state residence requirement for old age assistance to one year. The report also recommends full state reimbursement to the counties for aid granted to non-settled persons who have been in the state less than a year. These recommendations have already been introduced into the legislature in the form of a bill which, social workers believe, has a good chance of passage.

Besides the legislative committee's recommendations, the Wisconsin Welfare Council is backing a proposed Corrections Act now before the state legislature. If passed, the act would introduce into the state a Youth Correction Authority, responsible for the treatment of young offenders between the ages of sixteen and thirty and similar to the Youth Authority already in operation in California (see "California's Youth Authority," by Otho H. Close, *Survey Midmonthly*, November 1944).

Bills Pending

Legislative hopes of the North Carolina Conference of Social Work have been directed toward several different measures introduced in early meetings of the present legislative session. Among these are: a compulsory education bill raising the age limit from fourteen to sixteen, with provision for enforcement transferred from the county welfare superintendents to the State Department of Public Instruction; a medical care bill; a state minimum wage and hour bill, with the minimum wage set at 30 cents an hour; a bill to regulate loan sharks. The medical care bill is focused mainly on enlarging the hospital facilities at the University of North Carolina to a state medical center to provide free care for all patients who are unable to pay, and the establishment of smaller local medical centers in strategic regions of the state.

Achievements

On February 27, the voters of Missouri ratified a new state constitution. Within its structure are three sections on health and welfare. (See *Survey Midmonthly*, January 1945, page 27.) They provide for the establishment of a state department of health and welfare; enable the state to enter into agreements with the federal government; classify training schools and industrial homes for boys and girls as educational institutions.

Last month, the Idaho legislature passed the social work sponsored bill providing for the licensing of foster homes and day care homes for children. Under the new law the state welfare commissioner will set up standards for such homes and see that those licensed are periodically reinspected.

Before the recent adjournment of the Tennessee legislature, social workers and civic groups won a law providing for the licensing, and inspection and regulation of children's boarding homes (see *Survey Midmonthly*, March 1945, page 86), but lost their battle for modernization of the state adoption laws.

About the only bit of welfare legislation achieved in the recent session of the Utah legislature was a measure raising old age assistance grants from $30 to $40 a month.

Anti-Discrimination

Among the bills in the Colorado legislative hopper receiving the backing of the State Conference of Social Welfare is a "little FEPC" bill which would make unlawful discrimination against an employe or applicant for employment because of his race, color, creed, national origin, or ancestry. The bill provides for a three-man commission to receive complaints of violations, and empowers the commission to issue cease and desist orders to be enforced by the District Court.

Other social measures backed by the conference would codify the child welfare laws, provide a legal basis for the merit system in county welfare departments, establish a more effective state parole and probation system, provide for the reorganization of the State Board of Health and the establishment of a State Department of Health, remove ceilings from aid to dependent children payments.

Four Goals

The Vermont Conference of Social Welfare is concentrating its legislative efforts this year toward four objectives: modification of the settlement laws; extension of the aid to dependent children age limitation to eighteen; commitment of all delinquent children to the State Welfare Department; provision of new institutional facilities for the care of the aged and chronically ill. The conference would see the legal settlement period reduced from three years of local residence to one year, and would have state funds made available to activate an arrangement made by the last legislature for 50 percent state reimbursement to the towns for transient relief costs.

***vs* Settlement**

Of the numerous bills awaiting action in the Maine legislature, the one which is the subject of considerable discussion among social workers is "an act relating to general public assistance." This bill would amend the present state relief law to provide for reimbursement by the state to the towns for one third of general relief costs. So far, state reimbursement for general relief has been unknown in Maine except for expenditures on unsettled persons, for whom the state now assumes full responsibility. According to social work observers, if this bill passes, local settlement requirements for general relief will be "tossed out the window," for the bill makes no mention of settlement whatsoever. Expectations are that this oversight will be interpreted as abolishing intrastate but not interstate residence requirements.

Other legislation pending in Maine would require smallpox vaccinations of all school children, establish a physical rehabilitation school for the unemployed, tighten up existing child labor laws, raise from $800 to $1500 the maximum of state contribution to the salary of a local health officer, provide for the compulsory licensing of boarding homes for children and of homes for the sick, aged, or otherwise incapacitated.

Health and Medical Care

Seven medical care bills were introduced in the California state legislature before its February recess. Five of them call for compulsory health insurance. The Thomas bill, under which such a program would be financed by a 3 percent payroll tax, has the backing of organized labor. It provides for the capitation method of payment to physicians, rather than the traditional fee for service. Supporters of this method of payment say that it shifts the emphasis from financial considerations to medical needs. Benefits under the program would include general practitioners' and specialists' services, necessary laboratory and related services, hospitalization and emergency dental work. The bill sets no income ceiling on eligibility. Coverage would be extended to all people who have earned $300 in the current or preceding calender year; to all state, county, and municipal employes; to dependent wives and children of covered employes; and to recipients of public assistance. Full freedom of choice is provided to both patient and physician. While the bill would provide for professional control of medical aspects of the proposed program, it assures administrative control of its non-professional aspects by representatives of the people who pay for and receive the services.

Another compulsory health insurance bill was introduced at the request of Gov. Earl T. Warren. Though much like the Thomas bill in coverage, financing, and some other features, it has the opposition of organized labor. This opposition is based on the following grounds: payment

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would be made on a fee-for-service basis instead of capitation; treatment for an illness would be limited to one year; there would be a charge for the first visit to a doctor's office, as well as charges for home visits; unemployed workers would be protected for only thirty days, even though their unemployment were caused by illness. The bill makes no provision for representation of the people in the administration nor of doctors in local areas.

A third bill, introduced by the California Medical Association, would develop voluntary plans only. Organized labor is also opposing this bill because of its limited scope. The bill would reduce the unemployment insurance contribution of workers already belonging to voluntary medical and hospitalization plans.

Mayor's Plan

Mayor Fiorello H. LaGuardia recently announced his intention to push the Health Insurance Plan for Greater New York, which will give complete medical and hospital care to all families with incomes up to $5,000. (See *Survey Midmonthly,* October 1944, page 295.) Mayor La Guardia spoke of his determination in this respect at a meeting of the doctors and lawyers of the Society for Medical Jurisprudence on February 20. Previous speakers gave the views of the American Medical Association on compulsory health insurance, attacking it on the ground that under such a system medical practice would be dominated by politicians. Refuting them, the mayor said: "We have the greatest hospital system in this city and the greatest public health system in the whole world. . . . I challenge you to name me one politician in the whole system. . . .

"Whether we like it or not, the facts are that there are large groups in our population that cannot avail themselves of the best medicine has to offer. The poor and the very rich can get the best. But there is a large group in between who, when serious illness strikes them, get set back two to three years before they can catch up again. About 60 percent of the loans are made for illness."

The mayor promised that he would not take any steps without first getting "the best advice of the best medical brains in this city."

Fellowships

The U. S. Public Health Service and the National Foundation for Infantile Paralysis are jointly offering a number of fellowships for graduate study in health education for the academic year 1945-46. The fellowships, which are open to college graduates between the ages of twenty-two and forty, who are citizens of the United States, will lead to a master's degree in public health. They will cover expenses for a twelve-month training period to consist of nine months study at a school of public health either at Yale University, the University of Michigan, or the University of North Carolina and three months supervised field experience in community health education. In addition to tuition and expenses for field experience travel, the fellowships include a $100 monthly stipend. Inquire of the Surgeon General, U. S. Public Health Service, Washington 14. Applications close June 1.

Brevities

A program to study the process of growing old is being set up at the School of Medicine at Columbia University through a $115,000 fund established by grants from Albert and Mary Lasker and the Josiah Macy, Jr., Foundation. The project will have as its goal the discovery of means of conserving youthful stamina and vitality for the periods of middle and old age, thus increasing the effectiveness of mature and elderly people for intellectual and physical tasks. . . . The North Dakota State Department of Health has established a blood plasma bank through which free plasma will be made available for everyone in the state in need of it. The plasma is produced from blood collected from volunteer donors. . . . On January 1, 1945, Blue Cross prepayment hospitalization plans throughout the country reached an all time peak in membership—16,541,670 members. If the 800,000 servicemen whose memberships have been temporarily suspended were counted, the total membership would be 17,341,670 persons. The Associated Hospital Service of New York has also reached an all time high in memberships, the 1,803,049 persons on its rolls in January representing an increase of 247,064 during the year.

Birth Control Setback

In February, the U. S. District Court in Washington granted a permanent injunction barring the Postmaster General from delivering the "Report on Contraceptive Materials," published by the Consumers Union. The injunction was issued by Judge T. Alan Goldsbrough, after the United States Court of Appeals for the District of Columbia had reversed his earlier decision upholding the right of the Postmaster General to bar the report. The Court of Appeals had found that: "Congress did not intend to exclude from the mails properly prepared information intended for properly qualified people. In our opinion, the material of the present case was prepared in the manner indicated and was proper in character." Legal action to free its report—which rates contraceptive materials as to reliability and safety—was begun by the Consumers Union back in 1941, when the Postmaster General banned it on the basis of a seventy-year-old statute.

Veterans

In an effort to find out what Cleveland industry plans to do for the returning veteran, two groups affiliated with the chamber of commerce—the Industrial Relations Association and the Personnel Association—have been making a systematic canvass of major industries. Tabulated returns from forty-nine plants employing 95,000 people—about 35 percent of Cleveland's industrial workers—show that of the 27,000 employes who have left to join the armed services, 5 percent have already returned. Nearly every plant has assigned major responsibility for formulating policies in regard to veterans to some one person, usually a personnel officer, and is making an inventory and analysis of the jobs formerly held by them. A number of plants are preparing tables of equivalent positions that would be suitable, but only about one third are as yet definitely "pegging" jobs for former employes with reemployment rights. The great majority of plants, however, are giving employment preference to former servicemen, regardless of their legal reemployment rights. The large number of plants that have made special surveys to determine positions that could be filled by disabled veterans, indicates that Cleveland industry will go to great lengths to reemploy former employes who have suffered service disabilities. The returns show that employers believe special interviewers will be necessary for veterans. More than half the plants plan to place returned servicemen according to their individual skills rather than by automatic restriction to their former jobs. Policies are uniformly applicable to women as well as men.

For Reference

Award for the "outstanding book for parents" in 1944 was given by *Parents' Magazine* to George K. Pratt, M.D., for his book, "Soldier to Civilian," published by Whittlesey House. Considered a "very readable discussion" of the emotional problems of servicemen and their families, special mention was made of the final chapter on "psychiatric disorders," as a useful guide to laymen "in

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recognizing signs of need for expert help."

An up-to-date reading list on "Rehabilitation of Neuropsychiatric Veterans" is available from the New York State Committee on Mental Hygiene, 105 East 22 Street, New York 10. Subject matter is classified under the headings: "General," "Community Organization," and "The Family."

War Shocked Cases

Members of the Birmingham, Ala., police force have received special instruction in handling war-shocked veterans as part of the department's annual police training school. Said to be the first program of its kind in the country, the course consisted of six lectures by Lt. Col. Nicholas Michael, chief of the neuropsychiatric section at Northington General Hospital. Material covered the nature and extent of the problem, with special emphasis on the police officer's responsibility in handling such cases.

Guidance Centers

Arrangements by which fifty universities and educational institutions will serve as guidance centers for returning servicemen were announced last month by Brig. Gen. Frank T. Hines, administrator of Veterans Affairs. Designed primarily for disabled veterans who are to receive specialized vocational training, the facilities will also be available, on request, to any veteran wishing advice in using educational assistance available under the G. I. Bill of Rights. Each center will provide vocational experts, psychologists, and doctors who will give tests and make a complete study of the serviceman's occupational potentialities.

Counsel and Credit

The American Bankers' Association is supplying the 15,000 banks of the country with advice and information needed in developing consultation and credit service for returning veterans. In *Bulletin No. 1,* issued by the association's committee on service to veterans, W. Randolph Burgess, president of the association, points out that "many veterans will leave the service with comparatively large checks," and that "with this backlog of savings" and "the prospect of generous help from the government . . . millions . . . will want to satisfy ambitions for a farm and a home and the pride of proprietorship in a business they can call their own." Warning not only against unscrupulous people who will try to take the veteran "for a ride," but also against honest men, whose proposals expert examination will show to be "of little value," Mr. Burgess points out that "in many instances the best service a bank can perform for a veteran is to dissuade him from buying an abandoned farm, or from buying a business until he knows how to operate it."

The New York State Association of Small Loan Companies has been holding conferences in various cities throughout the state to "help bring about a clearer understanding of the functions which government, business, labor, civic and veterans' agencies must perform during these war years and in the postwar period." Copies of the proceedings are available from Thomas L. Cotton, Director of Social Research, at the association's main office, 60 East 42 Street, New York 17.

Thirty-Day Furloughs

Writing in the *Army and Navy Journal,* March 1945, Admiral William H. Standley, U.S.N., former chief of naval operations, suggests an immediate thirty-day furlough for servicemen returning from foreign service to await discharge. Pointing out that "the mechanics of issuing final discharges" cannot be hurried, Admiral Standley feels that an immediate furlough would give the veteran a chance to renew contact with his family, friends, former employer, and make much easier his final adjustment to civilian life. He recommends that Congress pass legislation making this policy mandatory.

Employment

The Bureau of Labor Statistics has just completed a study of union-employer contracts covering some 8,000,000 workers, and found that they included guaranteed wage or employment clauses covering only about 42,500 workers. President Roosevelt's recent order to War Mobilization Director Byrnes to make a study of guaranteed wages, and current emphasis by union leaders on this form of security, underscore the significance of the BLS findings.

Out of 42,500 workers now covered by wage or job guarantees, the BLS reports that nearly 30,000 are in the consumers' goods, service, and distributive industries, employed by concerns with relatively small payrolls.

The BLS states that some of the guarantee plans are limited: "Some restrict the guarantees to particular groups of workers; some provide less than a year's guaranteed employment; some permit the employer to cancel or reduce the guarantee under specified circumstances. None of them provides guarantees of employment for prolonged periods of time, since they are necessarily limited to the duration of the contracts, most of which are in effect for only one year."

Negroes in Government

Negroes have made "tremendous gains in federal employment during the war," according to an interim report recently published in mimeographed form by the division of review and analysis of the Committee on Fair Employment Practices. The report points out a number of factors which may affect the position of the Negro as a government employe after the war. The report is based on employment statistics from fifty-seven government agencies and departments, with a total personnel of 2,295,614, as of March 31, 1944. With a sampling that represents 85 percent of the total number of full time government employes reported by the Civil Service Commission for the same date, the study is considered the most comprehensive and accurate survey to date of Negro employment in the federal government.

Negroes made up 11.9 percent of all federal employes in the fifty-seven government agencies—19.2 percent of those in departmental service, and 11.2 percent of the field service. The report points out, however, that major gains have been in navy shipyards and army munition depots, arsenals and air fields. This means that a disproportionate number of Negroes are "unclassified," and thus are in that part of federal service which will be most drastically curtailed after the war.

The greatest occupational, as well as numerical, gains were made in the war agencies. "However, many of the war agencies will be abolished after the war and others will be sharply reduced in size. This suggests that the postwar classification picture of Negro federal employes as a whole will not be as bright as it is now."

The report shows that Negroes, in comparison with all workers, are disproportionately concentrated in crafts, protective and custodial positions; and in the lower grades of each classification. "There is no doubt that these findings show some discrimination against the Negro; but they also reflect comparative educational levels."

Student Employment

A study of part time employment of high school students under school supervision, as it has been developed in war industry centers, is announced by the National Child Labor Committee. The study will be made by Harold J. Dillon, on leave of absence for the purpose from his post as supervisor of work adjustment in the bureau of youth services, Connecticut State Department of Education. An advisory committee for the study includes

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representatives of industry, labor, education, health, and psychiatric services. Gertrude Folks Zimand, general secretary of the National Child Labor Committee, points out that where these plans have been in operation, school leaving has been reduced, and students are reported to have received far better training and experience than in communities where students have had to find after-school and weekend jobs for themselves. Following California's experience with the work-study programs, the California Teachers Association is recommending that they become a permanent part of the high school curriculum.

The study will cover representative programs in various sections of the country, and will bring together information from schools, employers, labor, and students as to the educational and vocational value of the job-study experience.

Child Labor

The need for action now to prohibit employment of children under sixteen years of age in intrastate employment is urged by the National Child Labor Committee, in a new publication, "The Case for Sixteen Year Employment Laws." The pamphlet summarizes current laws, and shows how, after the war, cheap child labor may compete with the employment of adults. It is available without charge to individuals and organizations campaigning now for postwar limitations on child labor.

The New York legislature recently enacted the Brook-Coudert bill, limiting the hours of employment for young people in after-school jobs. Those sixteen and seventeen years of age may not work more than four hours on any school day; more than twenty-eight hours in any week when school is in session; more than eight hours on any day when school is not in session; more than six days in any week. The last two provisions apply also to children under sixteen years of age, but this younger group may not be employed more than three hours on any school day, nor more than twenty-three hours in any when school is in session. Agricultural and domestic work, and the sale of newspapers are exempt.

Bills raising the age of employment for children from fourteen to sixteen are pending in California, Texas, Illinois, and Michigan.

Georgia recently enacted a law raising the age for compulsory school attendance from fourteen to sixteen. A similar bill is pending in North Carolina.

Women Workers

A survey of the policies and plans of 304 war plants in regard to layoffs or postwar employment of women is reported by the Division of Women, Child Labor and Minimum Wage of the New York State Department of Labor. The survey showed that about half the plants have not formulated definite plans or policies. About half anticipated no significant change in the employment of women after the war. Nearly a third of the executives interviewed definitely plan for a drastic cut in women's employment. The sampling covered 75,000 women workers. One fifth of these were in plants which always have had a high proportion of women on the payrolls, and these plants expect no significant replacement of women by men in the change-over to peacetime production. On the other hand, 40 percent of the women included in the survey are in plants that expect to replace women workers by men as rapidly as possible, even where the women have proved their ability during the war. A majority of these firms are in munitions industries.

In Print

"Toward a New Day," the postwar program of the Textile Workers Union (CIO), is available in pamphlet form from the union, 15 Union Square, New York 3, price 15 cents. . . . "Stabilizing the Construction Industry," by Miles L. Colean, is issued as Planning Pamphlet No. 41 by the National Planning Association, 800 21st Street, N.W., Washington 6. Price 25 cents. . . . The proceedings of the 1944 Silver Bay Industrial Conference are now available in a 160-page paperbound book. Price, $1.00 from the conference, 347 Madison Avenue, New York 17.

"An old store would do well for your purposes," says "You and Your Neighborhood," a "primer" on community planning recently published by Revere Copper and Brass Incorporated (230 Park Avenue, New York 17, N. Y.). Written by the well-known architects, Oscar Stonorov and Louis I. Kahn, this delightfully illustrated booklet suggests easy steps to be followed in organizing a neighborhood planning council. It is the second such contribution put out by this firm in the cause of citizens' participation in city planning.

Education

"Can the Schools Really Teach the G.I. Way?" is the question explored by Edgar Dale in a recent issue of *The News Letter* published by the Bureau of Educational Research, Ohio State University. Mr. Dale has visited hundreds of classrooms on seven different air fields, and worked on teaching-films for the air forces in Hollywood. He wrote the army manual on "Teaching Methods for Instructors of Flexible Gunnery." Mr. Dale defines six major points in G.I. teaching: the selection, training, and prestige of the teachers; constant checking of the subject matter taught, with constant revision; the wide variety of teaching tools, including films and filmstrips, posters, working models, and so on; excellent use of educational specialists; a genuine attempt to help the student see the goals of his study and training; small classes with individualized instruction: "I recall one class on the machine gun in which the head instructor and three assistants taught thirty-two students."

The author goes on to point out that the "G.I. way" was developed by school people. "If they were smart enough to adapt their principles for G.I. teaching, they ought to be smart enough to re-adapt their discoveries for civilian use." However, "It will cost more money. It will require better trained teachers. It will require a richer variety of teaching materials. It will require a reorganized curriculum. But it will be worth the cost, since it will provide an intelligent, truly literate, community-centered citizenry."

Citizenship Week

The National Education Association has reorganized its standing committee on citizenship, and this committee is cooperating with the Immigration and Naturalization Service of the Department of Justice in plans for citizenship week, which will be observed this year the third week in May. A 72-page pamphlet, "Citizenship Program Aids," has been prepared, with selections on Americanism in prose and verse, quotations from foreign-born American citizens, and sample programs. Price 15 cents, from the Superintendent of Documents, Washington.

Compulsory Training

A declaration opposing enactment of compulsory peacetime military training legislation at this time was adopted by the Educational Policies Commission of the National Education Association in February. The conclusions of the commission, with a supporting argument, were published by the commission last month

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William J. Ellis

The public welfare field lost one of its leading figures last month when William J. Ellis, New Jersey's State Commissioner of Institutions and Agencies, died after a short illness.

Commissioner Ellis's work was known far beyond the borders of his own state. In 1929, he represented the United States at the International Prison Congress at Prague. He was chairman of the committee on the physically handicapped at President Hoover's White House Conference on Children in 1930, and was New Jersey delegate to the 1940 White House Conference called by President Roosevelt. At the time of his death he was president of the American Association of Public Welfare Officials and a past president of the American Prison Association.

Mr. Ellis first joined the New Jersey department as psychologist back in 1919. Later, he assisted in reorganizing vocational training at the state reformatory at Rahway. Among his outstanding achievements as commissioner was his establishment of a classification system for the state's institutions, and the development of a well-rounded program for the care of the chronically ill.

Something of what Bill Ellis meant to the state of New Jersey was indicated in a statement issued last month by Gov. Walter Edge, which said, in part: "Always progressive, Commissioner Ellis devoted his life to the constant improvement of penal and hospital administration, child welfare, and the rehabilitation of parolees." And something of what he meant to the nation as a whole was expressed by Edith Abbott of the School of Social Service Administration of the University of Chicago, who wrote: "The state of public welfare in this country will be less hopeful and less secure without the commissioner's firm confidence in the higher ideals that we should all have."

("Compulsory Peacetime Military Training," price 10 cents from the commission, 1201 Sixteenth Street, N.W., Washington 6). In a brief summary section, the report states: "We continue to oppose a system of compulsory peacetime military training until such time as it is clearly shown that the security of the United States can be assured in no other way. As citizens we believe that the enactment of a compulsory military training law is, at this particular moment in the conduct of the war and the planning of the peace, both unnecessary and potentially dangerous to our national security. As educators we are convinced that the incidental educational results claimed for compulsory military service would be of limited value and short duration, and that better and more lasting results can be secured more cheaply, effectively and safely by other means that are readily available."

Writing in *School and Society* last month, Edward V. Stanford, Rector of Augustinian College, Washington, D. C., argues against the enactment of "peacetime conscription" at the present time, though he holds that "we shall have to maintain a large army and navy with adequate reserves for many years to come, not only to help safeguard the peace under whatever international organization may be adopted, but also for our national security." He presents his argument against peacetime conscription under three headings: "It will be detrimental to the morale of our youth; it will be detrimental to the religion and morals of our youth; it will be detrimental to our democratic and social institutions."

Films as Teachers

Interesting preliminary experiments with films especially designed to teach illiterates to read, and to teach the basic facts of personal health, are reported by the Office of the Coordinator of Inter-American Affairs. The films were prepared by the Office, in cooperation with educational specialists from the other Americas and the Disney Studios in Hollywood. The experiments were conducted with groups of adult illiterates in Mexico, Honduras, Ecuador, and in Spanish-speaking localities of the southwestern United States. In the instruction and testing, film-taught groups of illiterates were matched with teacher-instructed groups for purposes of checking results. The tests indicated that illiterate adults could recognize words presented on the screen and transfer their recognition to the printed page, that they could learn health facts in the same way, and "that films provide an excellent incentive to the learning process." But the results of the tests also showed that films cannot replace personal instruction, and that "for the quickest and best educational results" films should be used as teacher aids in conjunction with film strips, flash cards, and printed materials. As a result of these experiments, a new series of films is being planned, providing longer periods of instruction. Films to teach literacy will be correlated with films which show the benefits of literacy, health films, practical agricultural and scientific films, and others.

Postwar Education

United Nations plans for postwar education are reviewed by C. Mildred Thompson of Vassar, appointed last year as a member of the American delegation to the Conference of Allied Ministers in London, as one of the March *Foreign Policy Reports* (price 25 cents, from the Foreign Policy Association, 22 East 38 Street, New York 16). Among the major problems of postwar education, as the conference defined them, are those of providing textbooks and school equipment, restocking libraries and restoring library facilities, rebuilding in the occupied countries "the whole structure of scientific study . . . from the ground up, both in personnel and material equipment," developing visual aids to education, coordinating educational efforts, and providing both teaching and administrative personnel.

Thirteen governments have expressed opinions favorable to the draft constitution of a United Nations Organization for Educational and Cultural Reconstruction, suggested by the conference to deal internationally with these and related postwar problems. Miss Thompson points out that the swift movement of events in Europe, and also the Dumbarton Oaks proposals "may affect the place of an educational organization in the total plan for United Nations security."

Summer School

As a link in "more intimate cultural relations," the *Escuela Universitaria de Bellas Artes* at Guanajuato, Mexico, will again offer summer classes in fine arts, Spanish, weaving, lithography, and ceramics, and a chance for community contacts in an ancient and historic town to vacationists from this country and the Latin American Republics. The studios and workshops are housed in the remodeled ex-convent of Las Monjas, given by the Mexican government. Students may live at the *Rancho Bellas Artes,* owned and operated by the *Escuela,* or at a hotel or boarding house in the town. Details from Stirling Dickinson, associate director, 1500 Lake Shore Drive, Chicago 10.

In Print

Volume IV of the Sarah Lawrence Studies, 1945, is "A Selection of Studies by Undergraduates." Representing a wide range of learning over the four college years, the collection is a stimulating exhibit of the results of a vital educational program. From Sarah Lawrence College, Bronxville, N. Y. . . . The Regents Plan

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or Postwar Education in the State of New York, submitted to the governor and he legislature about a year ago, is now vailable in pamphlet form. It includes nuch material of wide general interest. 'rom the State Education Department, Albany.

Professional

The George Warren Brown Department of Social Work of Washington University, St. Louis, will become a school within the framework of that university on July 1. Coincident with this announcement is the further word that the dean of the school will be Benjamin E. Youngdahl. The step upward in university status for the social work curriculum is the culmination of twenty years of leadership on the part of Frank J. Bruno, who has directed the work of the department since its beginning in 1925. Mr. Bruno will retire when the new dean takes over.

Benjamin E. Youngdahl has been on the staff of the George Warren Brown Department of Social Work since 1939, with teaching and some administrative duties. At the present time, he is on leave of absence and is in France with the United Nations Relief and Rehabilitation Administration. He expects to return to this country about midsummer, and plans to take over new duties on September 1.

For Vermont

The first seeds of a future school of social work in the state of Vermont were planted in January, at a meeting in Burlington of the publicity and education committee of the Vermont Conference of Social Welfare, together with the executive committee of the conference and many heads of social agencies in the state. Dorothy Book, dean of the Boston College School of Social Work, reviewed some of the problems of starting the Boston school. The committee also met with representatives of the University of Vermont to discuss possibilities of financing and faculty for a school.

Conference Cancellations

The National Tuberculosis Association has canceled its 1945 meeting, which had been scheduled for June 13-15 in Buffalo, N. Y. Necessary business will be transacted at meetings of the board of directors and the executive committee, according to Dr. Kendall Emerson, managing director.

The National Probation Association will not hold a meeting this year. Its conference was to have been in Milwaukee in May, in conjunction with the National Conference of Social Work. The association plans to get out a yearbook containing the papers which might have been given.

The board of directors of the National Association for the Advancement of Colored People has voted to call off its 1945 conference.

The Tennessee Conference of Social Work is planning regional meetings to take the place of its annual meeting, which has been canceled.

Program for Action

At a conference of the national social service division of the United Office and Professional Workers of America, CIO, held in New York in late January, a program was drawn up for the union in social work. According to a report in *Welfare in Action,* the division's monthly publication, the program covers three needs: for increased social services and legislation; for an adequate national salary policy; for building the union.

Extended Curriculum

Plans are being formulated to extend the social work curriculum at the University of Wisconsin, according to announcement from the university telling of three future emphases: broad professional education; education for the needs of the state and the country; analysis of social problems and the methods by which these problems may be corrected or eliminated. The announcement was based on a paper prepared by Helen I. Clarke, associate professor of social work at the university, which described plans for an undergraduate social work major through a correlation of courses. Under the plan for undergraduates, the first two years of study will be devoted to basic requirements, and the last two built around the social sciences, with opportunities for field work in the senior year.

British Welfare

Although differing in form and content from our own "Social Work Year Book," the recent British "Health and Social Welfare, 1944-45" is intended to serve the same comprehensive reference purposes. In addition to sections summarizing current facts and trends in public health and public welfare in the British Isles and the colonies, significant committee reports, policy statements of the several ministries of health and welfare, and programs of important national agencies are summarized and documented under appropriate headings. Also included is a directory of "organizations interested in health and social welfare," a bibliography of books, periodicals and films, and a British "who's who in health and social welfare." Published by the Todd Publishing Company, 7 Park Lane, London W. 1, England.

In Print

Experiments in group therapy undertaken by the Jewish Board of Guardians and the Community Service Society of New York are reviewed in a pamphlet containing selected papers from the proceedings of the first annual conference of the American Group Therapy Association. From the association, 228 East 19 Street, New York 3. *Brochure No. 6,* published by the same association, reprints four articles dealing with levels and applications of group therapy. . . . Under the title, "Studies in Spiritual Therapy," the Lutheran Welfare Conference of America, 231 Madison Avenue, New York 16, reprints the proceedings of six 1944 regional meetings. Family welfare, child welfare, geriatrics, hospitalization, coordination are among the subjects covered. . . . Two pamphlets recently published by the Family Welfare Association of America, 122 East 22 Street, New York 10, are: "Symptoms of Personality Disorder," prepared for use by the medical field agents of selective service boards by S. Mouchly Small, M.D., price 60 cents; "Fee Charging in Family Agencies," containing three papers designed for casework agencies considering the inauguration of fee charging services; price 30 cents. . . . Three papers defining the role of "Functional Casework in a Medical Setting" comprise a pamphlet published by the Pennsylvania School of Social Work, 2410 Pine Street, Philadelphia 3; price 50 cents.

People and Things

Last month, at a dinner in New York in honor of Mrs. Franklin Delano Roosevelt, the Southern Conference for Human Welfare launched a campaign for funds to expand its program for social improvement in the South. In addition to Mrs. Roosevelt, speakers were Frank P. Graham, president of the University of North Carolina; Homer P. Rainey, former president of the University of Texas; Roscoe Dunjee, editor of the Oklahoma City *Black Dispatch;* and Dr. Clark H. Foreman, the organization's president. Dorothy Parker, well-known author, presided.

A common theme ran through all the addresses—that because the welfare of the country as a whole depends upon the welfare of each section, North and South must join together to spread democratic freedoms and improve economic conditions in the South. Mrs. Roosevelt particularly stressed the necessity for equalizing op-

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portunities for education throughout the country, for, "only that way can we lead the country into an organization that will work for peace and security, and the world into the kind of place where everyone will have a chance for a decent life."

Dr. Rainey also emphasized the importance of education, blaming the South's present predicament as "the nation's No. I problem" on an inferiority complex which, he said, has kept it from facing responsibility with thought and intelligence. All the speakers, however, bore witness to the growth of a new progressivism in the South, which is including Negro and white in its hopes for the future.

During the evening, announcement was made of some $30,000 in new donations to the conference. The money, along with whatever future contributions may be obtained, will be used to carry on the organization's work from its offices in Nashville, Tenn., and Atlanta, Ga., and to open up offices in at least two other states —South Carolina and Texas. Since its formation, following the National Emergency Council's report on the South in 1938, the conference has promoted educational campaigns for the abolition of the poll tax, the elimination of freight rate differentials, and other discriminations against southern industry, the protection of the rights of labor and of racial and religious minorities; extension of federal aid to farmers and to education; and other measures to help development of the South.

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Job Changes

Still looting top personnel from social work's draining supply, the United Nations Relief and Rehabilitation Administration has bagged two more prizes: Cora Kasius, for the past fifteen years district supervisor for the Community Service Society in New York and member of the faculty of Barnard College, Columbia University, soon to go abroad as UNRRA welfare liaison officer for Holland; and Gay Shepperson who has been granted leave from her position as assistant to the chief of the U. S. Children's Bureau, to become chief of the program and planning branch of UNRRA's welfare division.

Earl G. Harrison, former commissioner of immigration and naturalization, who is a member of the board of Survey Associates, was appointed by President Roosevelt last month as United States representative on the Intergovernmental Committee on Refugees.

The Massachusetts General Hospital has given Harriett M. Bartlett a leave of absence to serve as executive secretary of a joint committee of the American Association of Medical Schools and the American Association of Medical Social Workers, which is preparing a study on the teaching of social and environmental factors in medicine. Miss Bartlett's headquarters will remain at the hospital.

On the first of this month Mary Sydney Branch joined the staff of the American Association of Schools of Social Work as consultant of pre-professional education. Miss Branch was formerly assistant professor of social work at the School of Social Service Administration, University of Chicago.

Ruth Lauder has left her position as publicity director for the United Charities of Chicago to join the staff of the Office of Price Administration in Springfield, Ill. The vacancy she left in Chicago is being filled by Kathryn Byrne.

Robert Huse is succeeding Max Stern as director of the informational service of the Social Security Board. Mr. Stern is now chief of information for the bureau of reclamation of the Department of the Interior, with headquarters in Sacramento, Calif.

Lena V. Ovesen, who seems to run to double jobs, is now directing two major services for the Welfare Council of New York City: the social service exchange and the information bureau. Miss Ovesen was formerly executive secretary for two neighborhood councils affiliated with the Welfare Council — the Yorkville Civic Council and the Sara Clapp Midtown Council. In her new positions she succeeds Sarah E. Marshall, who has gone to the American Federation of Labor section of the New York Labor War Chest to direct the work of the Union Labor Service Bureau.

In Memoriam

The stage of Carnegie Hall in New York, usually the setting for a symphony orchestra, held a very different scene on the afternoon of March 13. Against a black velvet backdrop rose huge ferns holding bunches of pale yellow mimosa. Beside them were an unopened piano, two short rows of chairs, a large candelabra, a memorial candle—surrounded by flower pots of chrysanthemums and mimosa. And in the right-hand corner, Henrietta Szold looked out of a lifelike photograph at an audience that came to honor her. The composition had caught the simple, dignified, and inspiring strain of her life. From the background came the overtones of choir and organ.

In conducting the first part of the program, Mrs. David de Sola Pool called on Dr. Louis I. Finkelstein for prayer; Dr. Mordecai M. Kaplan to read from the Bible; Miss Szold's sister, Mrs. Bertha Levin, to light the kindling taper; and thence upon eight others, beginning with a twelve-year old youngster, to light the eight candles, each representing one of Miss Szold's special interests.

Mayor La Guardia, in reverential tones, told how knowing Henrietta Szold "even for a moment was to catch the contagion of her zeal and determination."

Rabbi Wise emphasized the moral genius, which she shared with Justice Louis D. Brandeis—another American who perfectly synthesized American fidelity and Jewish loyalty—and summed up her whole life as an *aliyah*—an ascent.

One of the last Americans to see Miss Szold, Ira Hirschmann, related his encounter with her at a hospital in Jerusalem and his work in getting refugees, chiefly hunted and haunted children, out of Europe and into Palestine.

Among others who spoke briefly of Miss Szold's activities were Robert Szold, a member of the family, Paul Kellogg, editor of Survey Associates, Dr. Israel Goldstein, Mary K. Simkhovitch, and Dr. E. M. Bluestone, and Mrs. Moses P. Epstein.

Announcement was made at the meeting that in honor of its founder, Hadassah, the women's Zionist organization in America, will establish a Henrietta Szold Foundation and has pledged itself to raise $4,000,000 in her name for hospital ship to bring back wounded servicemen.

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BOOK REVIEWS

A HANDBOOK FOR OLD AGE COUNSELORS by Lillien J. Martin, Ph.D. Published as a memorial by the Old Age Counseling Center, 1019 Shreve Building, San Francisco 8, Calif.

As Dr. Martin puts it, it's very simple. In fewer than a hundred pages—big print too—she tells how, in four or five office visits, an unhappy, laid-on-the-shelf old person may be guided into understanding of his own problems and reeducated for active participation in community and industrial life. "Today," she says, "old age counseling with the aim of saving aged clients from frustration, discontent, and despair, has passed the point of experimentation. It has established a well-developed technique, the results of which have been tested at every point to prove their value for practical living.

For fourteen years Dr. Martin, a doughty soul if ever there was one, was the ruling spirit of the Old Age Counseling Center which she herself founded in San Francisco in 1929. At the time of her death in 1943, at the age of ninety-one, she was engaged in preparing this handbook as a means of making available to others the methods which she had used so effectively as to attract national attention to her undertaking. It is now published without change or amplification as a memorial to her, and is offered without charge (address the center) to agencies and individuals concerned with old age rehabilitation.

According to the "Martin Method of Old Age Counseling," as it is named, the counselor first determines the "reaction pattern" of the client and "gives needed corrective mental and physical therapy." The next steps are to evolve with him a "time program" and to examine his use of money. His fourth office visit is designed "especially to establish his future functioning as a good individual and a happy efficient citizen . . . with valid worthwhile goals suited to his individual needs."

There can be no doubt that the "Martin Method" as practiced by Dr. Martin achieved the results that she and her associates claim for it; that it "swept out the cobwebs" from the lives of several hundred old folk and gave them a happy constructive relationship to the world around them. What the little handbook omits is the force and fire of Dr. Martin's personality, the strength of her conviction, the power of her drive. Once within the orbit of her zeal — and you just couldn't fall short of her expectations.

The handbook does not suggest specific qualifications for counselors beyond "a real liking for old people and a belief in their rehabilitation." Both of these Dr. Martin had in full measure. From them she built the sturdy little life-boat which she bravely launched into the sea of old age. She herself picked up many a castaway. If her little book helps others bring even a few into a happy haven, it will be a fitting memorial to her gallant career.

Osterville, Mass. Gertrude Springer

GUIDANCE AND PERSONNEL SERVICES IN EDUCATION, by Anna Y. Reed. Cornell University Press. $4.75.

In 1917 H. G. Wells said, "We live in the end and the beginning of an age. The forces of destruction and the forces of construction are traveling side by side. The old education is dying, the new is still unborn." Quoting this statement as even more pertinent today than it was in 1917, Anna Y. Reed applies it to the present situation of all education and all social institutions, within the framework of which are all guidance and personnel services. Pointing out that educators and guidance workers themselves will determine whether the organized guidance movements which have been developing for almost half a century "shall pass away with the dying age or go forward with the forces of construction to aid in building the new," the author ends with this challenge a volume which should find its place on the reference shelves of every educator and guidance or personnel worker.

Only a person with a remarkably long, rich, and varied background of experience could produce a volume of such value to everyone interested in organized guidance services. For graduate students in universities, for whom it is designed to serve as a text, the book offers a compilation of practical information not available in any other single reference. For the many other readers who should become acquainted with at least selected sections of its 500 pages, this volume presents an over-all picture of past and present guidance and personnel services which will help them to orientate their own work—be it teaching, social service, psychology or other related disciplines—to a vast and complex area loosely referred to as "guidance," because Anna Reed sees the interrelationships of all education, guidance, and personnel work from a broad perspective. Through her story of the beginnings of these activities, she demonstrates that there have been four distinct sectors on the advancing guidance "front"—the child guidance movement, educational guidance, vocational guidance, and the personnel movement in business and industry. Only when these have been integrated or at least coordinated will there be "*a* guidance movement."

The book gives a good account of the beginnings of guidance in this country. It describes quite fully methods for gathering information about individuals and methods of utilizing informational data. The joint responsibilities of guidance workers and administrators are presented in a section dealing with the organization and administration of guidance services. In the two final chapters entitled "Retrospect" and "Prospect" the author presents a summary statement which everyone interested in the future of education might well read.

Guidance Counselor Ethel Kawin
Public Schools, Glencoe, Ill.

SOCIAL WORK YEAR BOOK 1945, edited by Russell H. Kurtz. Russell Sage Foundation. $3.25.

This eighth biennial encyclopedia of organized activities in the social work field—the sixth under Mr. Kurtz's editorship—is testimony to the editor's keenness of perception — a perception which has enabled him through selection and organization of subject matter to put into long range perspective the current feverish activities and movements in the social work scene.

The result is not only an invaluable reference book for social workers, but a volume which will be of no little historical importance, for within its seventy-five topical articles is a record of the social impact of the war. Wartime problems, and what is being done to meet them, however, are not the chief concerns of the articles, but are presented in historical relationship to the subjects under discussion.

Though the area of coverage on the whole remains the same in the present volume as in the 1943 Year Book, emphases are somewhat changed. Some of the subjects previously presented as separate topics no longer have a place in the table of contents, and others appear in their places. Among the 1943 topics not given full article status in 1945 are Civic and Fraternal Organizations, Civilian War Aid, Community Welfare Planning in Wartime, Labor Relations, Labor Supply, Social Aspects of Selective Service, and others. New topics in 1945 are Camping, Foreign Relief and Rehabilitation, Interracial and Intercultural Activities, and Seamen's Services. A few

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topics, dropped in 1943 and restored in the present edition are: The Aged, Consumer Protection, Occupational Therapy, and Vocational Guidance.

Wartime paper rations pose a problem for any volume of this type. It seems a wise decision, that the editor chose to drop the usual directory of state agencies to conserve paper for meeting demands for a larger edition. The state directory, however, will be missed as a useful reference resource. And this reviewer, for one, is grateful that the directory of national agencies—this time containing 472 titles—is still included. KATHRYN CLOSE

PATIENTS HAVE FAMILIES, by Henry B. Richardson, Commonwealth Fund. $3.

"ONCE THE DOCTOR GETS INTO THE habit of thinking about the family," Dr. Richardson says, "he inevitably becomes clearer in his concept of illness even in the individual. Many apparently unrelated items fall into place like the pieces of a jig-saw puzzle." In many cases of illness, he says, "the family equilibrium needs to be taken into account, and matched by a coordinated plan of treatment, using medical attention in combination with the resources for health and family welfare in hospital and community. Only when this is done will the potentialities be completely realized for treatment and for the prevention of disease."

The book is based on a family study, a "venture in cooperative thinking" by representatives of a number of professions, including medicine, psychiatry, public health nursing, and family and medical social work. Writing in non-technical language, but from a scientific viewpoint, Dr. Richardson, the director of the study, carries us along with him in the development of his own thinking from the impersonal laboratory approach of his student days to the effective integration of social, psychiatric, and cultural concepts with medical care in his practice today. Presenting the illustrative material from the study cases in a convincing manner, he is realistic in his recommendations regarding methods of interprofessional cooperation that must be developed if families are really to be treated as units of medical care. He shows an unusually sensitive understanding and recognition of the specialized contribution of his associates, particularly the more intangible services of psychiatrists and social case workers.

This book will be welcomed by all who are engaged in professional services connected with illness. Not only will it lead to clearer thinking about family relationships and illness and stimulate effort toward coordinated medical and social treatment, but it will also help physicians, nurses, and social workers to understand each other better in all phases of their work. HARRIETT M. BARTLETT
Cambridge, Mass.

ONE GOD: The Ways We Worship Him, by Florence Mary Fitch. Lothrop. $2.

THIS LITTLE BOOK IS IMPORTANT IF, FOR no other reason than that it has been published in this country at this time of smoldering prejudice — and addressed to children. Its simple, unbiased text, made more clear by a really distinguished selection of pictures, makes one hope that it will find a wide audience among both children and adults who may be puzzled about the way their neighbors worship here where Freedom of Religion is part of the law of the land.

The ways we worship our One God are presented chronologically: the Jewish way; the Catholic way; the Protestant way. Traditional ceremonies, sacraments, and festivals of the various faiths are shown pictorially and their significance explained in a text which warmly reflects the author's background in philosophy and Biblical literature as teacher of religion at Oberlin College.

Children, and adults too, tend to disparage that which they do not understand. After reading this book, religious observances of school friends and neighbors will no longer seem strange or uncouth. The child's natural tolerance will have been fortified by information, and his parents doubts by a new understanding of the dignity of what previously had seemed alien mumbo-jumbo.

In this book, designed to make the young reader familiar with religions other than his own, one omission stands out. A glossary of terms peculiar to each religion, with their correct pronunciation, would help put him on a more secure footing in talking with friends of different faiths.

HELEN CHAMBERLAIN

SECTARIAN WELFARE FEDERATION AMONG PROTESTANTS, by Leonard Albert Stidley. Association Press. $2.

PERSONS INTERESTED IN THE PROBLEMS of organizing and coordinating a community program of health and welfare services in a large city will profit from a few hours spent with Dr. Stidley's easily read volume.

The book is primarily an analysis of the organization and program of the Federation of Protestant Welfare Agencies of New York City. The experience of this federation is used as a vantage point from which to view the whole idea of sectarian federation in the welfare field. Though there is a clear comparison of the basic factors underlying the idea of federation in the Catholic, Jewish, and Protestant groups, there is no attempt to analyze or evaluate developments in any but the Protestant field.

The work is carefully documented and it is objective in its discussion on the New York experience. However, on the larger question of whether in the modern community there is need for a protestant welfare federation the author leaves little doubt as to his leanings.

New York City being typical of nothing else in the world except New York City, the book's chief value to social work in the rest of the country is the thoughtful way in which the basic questions regarding sectarian federation are raised. The approach to the subject is from the religious rather than the professional social work standpoint.

The analysis of the difficulties faced by the New York federation is somewhat more impressive than the effort to suggest remedies. However, the author makes it clear that this is not a "survey" in the technical sense but "primarily an analytical and critical study of nature and function."

The author concludes that the chief cause of confusion over the function of the federation is its "failure to define and to implement the distinctive character of the term 'Protestant' as this relates to social work." LYMAN S. FORD
Community Chests & Councils, Inc.

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and *Victoria Cranford*, Psychotherapist and Rorschach Analyst, Haarlem Lodge, Catonsville, Md.; The Farm for Alcoholic Patients, Howard County, Md.

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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION —1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysclUBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

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